

 **UNITED NATIONS IN RWANDA**

**UNITED NATIONS DEVELOPMENT ASSISTANCE PLAN (UNDAP) 2018-2023**

**FOR RWANDA**

**Table of Contents**

***Acronyms and abbreviations***

***Statement of the Government of the Republic of Rwanda***

***United Nations Rwanda Vision 2030***

***Executive Summary***

***Signature Page***

**1. Introduction**

1.1 The United Nations in Rwanda

1.2 Lessons learned from past UN cooperation (2013-2018)

1.3 The UNDAP II preparation process

**2. Rwanda Development Context**

**3. UNDAP II Strategic Priority Areas and Results:**

3.1 Strategic Result Area 1: Economic Transformation

3.2 Strategic Result Area 2: Social Transformation

3.3 Strategic Result Area 3: Transformational Governance

**4. Risks and Assumptions**

**5. Initiatives outside the Results Framework**

**6. Financing**

6.1 Common Budgetary Framework

6.2 Financing Strategy Framework

6.2.1 Context – financing landscape

6.2.2 Financing the UNDAP II - Strategic Direction

**7. Implementation Arrangements**

7.1 Rwanda Development Aid Management Mechanism

7.2 UNDAP II Management and Coordination Mechanisms

**8. Monitoring and Evaluation**

**9. Communication of Results**

**10. UNDAP II Results and Resources Framework**

**11. Legal Clauses**

**Annexes:**

1. Monitoring and Evaluation Plan

2. Commitment to the Vision of Delivering as One UN (‘Code of Conduct’)

# Acronyms and abbreviations

# ART Antiretroviral Therapy

# BOS Business Operations Strategy (of the UN)

CRC Citizen Report Card

CRRF Comprehensive Refugee Response Framework

CSO Civil Society Organization

DaO Delivering as One

DRR Disaster Risk Reduction

EAC East African Community

ECD Early Childhood Development

EICV Integrated Household Living Conditions Survey (Enquête Intégrale sur les Conditions

de Vie des ménages)

FARG Fund for Neediest Survivors of Genocide in Rwanda

FONERWA Fund for Environment and climate change in Rwanda

GDP Gross Domestic Product

HACT Harmonized Approach to Cash Transfers

HDI Human Development Index

HIV Human Immunodeficiency Virus

HSSP Health Sector Strategic Plan

INGO International Non-Governmental Organization

LODA Local Administrative Entities Development Agency

M&E Monitoring and Evaluation

MDG Millennium Development Goal

MeteoRwanda Rwanda Meteorology Agency

MIDIMAR Ministry of Disaster Management and Refugee Affairs

MIGEPROF Ministry of Gender and Family Promotion

MINAGRI Ministry of Agriculture

MINALOC Ministry of Local Government

MINECOFIN Ministry of Finance and Economic Planning

MINEDUC Ministry of Education

MINOCOM Ministry of Trade and Industry

MININFRA Ministry of Infrastructure

MININJUST Ministry of Justice

MINIRENA Ministry of the Environment

MINISANTE Ministry of Health

MINIYOUTH Ministry of Youth

MITEC Ministry of Information, Technology and Communication

NCC National Commission for Children

NGM National Gender Machinery

NGO Non-Governmental Organization

NISR National Institute for Statistics of Rwanda

NST National Strategy for Transformation

NURC National Unity and Reconciliation Commission

ODA Official Development Assistance

OMT Operations Management Team (of the UNCT)

PASP Post-Harvest and Agribusiness Support Project

PPOC Programme, Planning and Oversight Committee (of the UNCT)

PSF Private Sector Federation

RAB Rwanda Agriculture Board

RBC Rwanda Biomedical Centre

RDB Rwanda Development Board

RDDP Rwanda Dairy Development Project

RDHS Rwanda Demographic and Household Survey

RDRC Rwanda Demobilization and Reintegration Commission

REB Rwanda Education Board

REMA Rwanda Environment Management Authority

RGB Rwanda Governance Board

RNP Rwanda National Police

SDG Sustainable Development Goal

TVET Technical and Vocational Education and Training

UNDAP United Nations Development Assistance Plan

VUP Vision 2020 Umurenge Programme

WASAC Water and Sanitation Corporation

WASH Water, Sanitation and Hygiene

***United Nations Organisation and Agency Acronyms***

FAO Food and Agricultural Organisation

IAEA International Atomic Energy Agency

IFAD International Fund for Agricultural Development

ILO International Labour Organization

IOM International Organization for Migration

ITC International Trade Centre

ITU International Telecommunication Union

OHCHR Office of the High Commissioner for Human Rights

UN United Nations

UNAIDS Joint United Nations Programme on HIV/AIDS

UNCDF United Nations Capital Development Fund

UNCT United Nations Country Team

UNCTAD United Nations Conference on Trade and Development

UNDP United Nations Development Programme

UNECA United Nations Economic Commission for Africa

UNEP United Nations Environment Programme

UNESCO United Nations Educational, Scientific and Cultural Organization

UNFPA United Nations Population Fund

UN Habitat United Nations Settlements Programme

UNHCR United Nations High Commission for Refugees

UNICEF United Nations Children’s Fund

UNIDO United Nations Industrial Development Organization

UNV United Nations Volunteers Programme

WFP World Food Programme

WHO World Health Organization

**Statement of the Government of the Republic of Rwanda**

Currently, Rwanda’s growth, while below historical standards, remains robust relative to the region, with 2017 growth of 6 per cent. 2017 was a highly political year for Rwanda, with Presidential elections August. It was also a year where the seven-year Government Program (2017-2024) which coincides with the implementation of the remainder of the Economic Development and Poverty Reduction Strategy (EDPRS II) from 2013 to 2018, the Vision 2020 which will also cover the first four years of a new 30-year Rwanda Vision for the period up to 2050, otherwise known as Vision 2050.

The implementation instrument for all the above is the National Strategy for Transformation (NST1). The NST1 also embraces the Sustainable Development Goals (SDGs); the Africa Union Agenda 2063; and the East African Community (EAC) Vision 2050, which focuses on initiatives for job creation and employment.

The NST 1 was developed based on positive and potentially transformational factors that the country inherited from the previous development strategy (EDPRS2). Rwanda's visionary leadership, the culture of being results-focused and the favourable environment for doing business are some of those factors. Rwanda is a member of regional economic blocks like the East African Community (EAC), the Economic Community of Central African States (ECCAS) and Common Market for Eastern and Southern Africa (COMESA) among others. These markets could be tapped through increased intra Africa trade and removal of non-trade barriers.

The Government worked very hard to address key challenges highlighted encountered during the EDPRS II, used lessons to inform the NST 1. Economic growth averaged 6.1 per cent (2013-2016) compared to 11.5 per cent targeted over the period 2013 to 2020. Growth in the sectors of agriculture, industry and services did not meet targets.

Exports have become more diversified but performance has been weaker than projected in both traditional and non-traditional sectors. Weak domestic saving is a constraint on the domestic capacity to generate financing for private sector investment. Electricity generation increased by 72 per cent between 2012 and 2016 and access to electricity has improved but is still substantially lower than targeted. Rural households with access to electricity increased from 5 per cent to 27 per cent over the period but fell below the EDPRS II 2016 target of 50 per cent. Investments in increasing generation capacity have led to reduction in the electricity tariff for industry; however, challenges remain on ensuring reliability and consuming excess power generated. Rwanda is urbanizing at a high rate considering the last two decades where it has been among the highest urbanizing countries in Africa. However, urbanization needs to be accelerated for its transformational potential and its association with higher productivity, and higher income opportunities.

Access to primary education has reached near universal levels but there has been a mixed overall performance in education. Primary completion rate was at 65.2 per cent (2016) and low net enrolment rate at secondary level of 32.9 per cent (2016). Citizen satisfaction with public service delivery at 67.7 per cent demonstrates the efforts that are needed to improve the efficiency in delivery in line with the target of 80 per cent satisfaction.

The above successes and challenges have led to the ambitious development aspiration through the newly developed National Strategy for Transformation (NST1) based on three pillars: Economic Transformation, Social Transformation and Transformational Governance. They are the basis of the continuing drive towards Rwanda's transformation.

The Government of Rwanda acknowledges the sustained and on-going support and assistance of ‘UN Rwanda’ – the UN “Delivering as One” - in implementing the programmes and activities identified in EDPRS II. We recognise too UN Rwanda’s contribution and support for the development of the National Strategy for Transformation (NST1) alongside that of all our other development partners, to which this United Development Assistance Programme (UNDP II) 2018-2023 is aligned and integrated fully in its focus areas, outcomes, outputs and the accountability for results.

As Chair of the ‘One UN’ Steering Committee for Delivering as One in Rwanda, the Government acknowledges the UN systems’ on-going commitment to the domestication of Sustainable Development Goals and the UN reforms. Rwanda’s continued readiness to embrace news ways of working with the UN, the people of Rwanda, and development partners – and openness to constructive criticism has meant more development assistance is delivered through national systems and structures, reduced transaction costs of aid, strengthened national institutions, and more resources for development.

Our partnership with the UN, and indeed with all our development partners, sets a dynamic example of a country inspired by the goals of the Rome and Paris Declarations, the Accra Agenda and, most recently the aspirations of the signatories to the Busan Partnership.

The Government of Rwanda is fully committed to working with UN Rwanda in the implementation of the UNDAP II from 2018-2023 which is fully aligned to our national framework and the national development cycle. We both welcome and express great confidence in the Rwanda UNDAP II. We thank all our development partners for their on-going engagement and financial support and look forward to working with all partners in the same spirit.

***Dr. Uzziel Ndagijimana***

***Minister of Finance and Economic Planning***

# United Nations in Rwanda Vision 2030

Achieving the Sustainable Development Goals (SDGs) in Rwanda will necessitate a precise understanding of the structural drivers of poverty and the trends that will pull the country in a positive direction. To facilitate a common understanding of such factors, in September 2017, the United Nations Country Team (UNCT) in Rwanda undertook a visioning exercise exploring the national development context and the role of the UN in the country. This exercise enabled the UNCT members to gain a common understating of the country’s sustainable development challenges and aspirations as articulated in Rwanda Vision 2050 and the National Strategy for Transformation (NST1). It also generated a common definition of the UN system’s contributions to supporting Rwanda attain the various global and regional agenda and frameworks, including 2030 Agenda and African Union Agenda 2063[[1]](#footnote-2).

The culmination of the exercise was the development of an overarching 2030 Vision Statement for the United Nations system in Rwanda:

*“The One UN strategically and effectively supports Rwanda to achieve inclusive, equitable and sustainable development and a high quality and standard of life for everyone.”*

 United Nations Rwanda Country Team

United Nations Development Assistance Plan 2018-2023

Kigali, September 2017

# Executive Summary

The United Nations Development Assistance Plan 2018-2023 (UNDAP II) outlines the areas of support to the national development agenda in Rwanda by the United Nations system, under the umbrella known as ‘One UN’. The UNDAP is informed by and responds to global and regional normative frameworks, including the 2030 Agenda for Sustainable Development and the Sustainable Development Goals, the African Union Agenda 2063, and the East African Community (EAC) Vision 2050. It is also guided by thematic conventions and mandates of specific UN agencies.

Building on the strong relationship between UN agencies and stakeholders in Rwanda and in the spirit of Delivering as One (DaO), the UNDAP and the agency-specific strategic documents were developed through a joint and participatory process. This brought together Government line ministries and departments, bilateral and multilateral partners, civil society organisations, the private sector and the media to review progress, challenges and lessons learned and to identify key areas of strategic intervention for the UN system in Rwanda.

Through this interactive and iterative process, three Strategic Priority Areas for the UNDAP 2018-2023 were identified: (i) ***Economic Transformation***; (ii) ***Social Transformation***, and; (iii) ***Transformational Governance***. These results areas are directly aligned to the Government of Rwanda’s national development priorities as outlined in the Vision 2050, the National Strategy for Transformation (NST1) 2017-2024 and the subsequent Sector Strategic Plans and District Development Strategies, grounded on Agenda 2030, AU Agenda 2063 and East African Community Vision 2050. Maximising the UN system’s comparative advantage in Rwanda, the UNDAP II consists of six Outcomes and 25 Outputs, each with defined results and means of measurement and verification.

Informed by the recommendations of the final evaluation of the UNDAP 2013-2018, the UNDAP II seeks to further strengthen the humanitarian-development nexus and improve programmatic integration and coherence, including through appropriate integration between operational and programmatic action for more efficient implementation of interventions and more effective and impactful UN system support to national development. The overarching principle of the UNDAP II is to ‘leave no one behind’ underpinned by a human rights-based approach to programming, gender equality and women’s empowerment; sustainability and resilience; and accountability. Interventions will focus on ensuring the targeting and prioritization of the most vulnerable populations, reaching the furthest behind first.

The implementation modalities for the UNDAP II 2018-2023 have been defined based on lessons learned from the previous cycle. They are more efficient and cost effective, and have a streamlined architecture; the apex of which is the One UN Steering Committee chaired by the Minister of Finance and Economic Planning and the UN Resident Coordinator. It will meet twice a year and discuss the strategic aspects of the UNDAP II and provide oversight for delivery of results. In the context of the ongoing UN reforms, greater emphasis will be placed on improving the coordination of UN agencies and the collective leadership of the United Nations Country Team to better implement its commitment to Delivering as One.

The UNDAP II will continue to build on well-established partnerships with stakeholders, including national line ministries, agencies, and departments, civil society, and bilateral and multilateral partners, and academia while placing greater emphasis on engaging further with the private sector and forging cooperation with new actors that may include new development partners and philanthropic organizations. All activities will be grounded on good practices, knowledge and experience-sharing through South-South and triangular cooperation, and innovative solutions for national economic, social, and governance transformation to contribute to improving people’s lives, especially the most vulnerable.

Over the five-year period, the UN agencies who form One UN Rwanda estimate the support provided through the UNDAP will be US$655,841,127, of which US$242,966,590 (37 per cent) is projected to be currently available over the five-year period. The balance of US$412,874,537 (63 per cent) will be mobilized through various initiatives including a consolidated resource mobilization strategy based on identified joint programmes. The UNDAP budget contains amounts that will address both humanitarian response (US$221,817,684 - 34 per cent) and development programming (US$434,023,443 - 66 per cent). The plan will be implemented through Joint Work Plans, joint programmes and agency-specific interventions all reported through the UN Information System managed by the UN Resident Coordination Office

# Signature Page

In Witness thereof the undersigned, being duly authorized, have signed this United Nations Development Assistance Plan UNDAP II 2018-2023.

Kigali, Rwanda.

**For the Government of the Republic of Rwanda**

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Dr. Uzziel Ndagijimana

Minister of Finance and Economic Planning

**For the United Nations in Rwanda**

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Ms. Mr.

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# Introduction

## 1.1 The United Nations in Rwanda

The United Nations system in Rwanda consists of 22 UN agencies, programmes, and funds, both resident and non-resident. Since 2008, the Government of Rwanda and the UN system have been at the forefront of a global initiative known as “Delivering as One” (DaO) or “One UN”. This aims to increase the UN system’s impact through more coordinated and impactful actions, more coherent and effective programmes, reduced transaction costs for Governments, and lower overhead costs for the UN system. One UN Rwanda is firmly embedded in the DaO philosophy and has ensured that UN programmes and funding are closely aligned to national priorities. It has strengthened Government leadership and ownership and has ensured access to the experience and expertise of a wider range of UN organizations.

The UN in Rwanda was the first country team that fully adopted all 15 core elements of the Standard Operating Procedures (SOPs) for the second generation of Delivering as One, which were signed by 18 UN agency Executive Directors.

Guided by universally-recognised human rights standards and international norms, the One UN in Rwanda offers its cooperation and assistance for:

* Promoting innovative, home-grown solutions and leadership towards sustainable economic, social, cultural, and human development;
* Developing and implementing policies and normative frameworks in line with international conventions and treaties to which Rwanda is a state party;
* Innovation, through piloting new initiatives, and developing knowledge networks and sharing, including South-South learning and triangular cooperation.

These core strategic approaches are operationalized through the collective efforts of the One UN family in Rwanda to leverage its local and global technical expertise, capacities and resources to support Rwanda in achieving its medium goals and long-term vision.

A review conducted in 2017 identified five areas that the UN in Rwanda has strong comparative advantage.

(i) **Strong convening power:** The UN isable to bring together a wide range of individuals, groups, and institutions around key issues. In addition to convene sectoral and multi-sectoral forums and groups across the diverse portfolio of the UN system cooperation in Rwanda, the organization of key events such as World Refugee Day, World Water Day, International Women’s Day, International Day of Democracy, and others have generated significant attention and clearly demonstrated this unique attribute;

(ii) **Ability to influence and advocate on key national and regional issues** across a broad and diverse portfolio of areas and sectors, based on evidence, global presence, networks and normative mandates;

(iii) **Multifaceted functions capacities and mandates** of the UN system in Rwanda, spanning development, humanitarian, peace, security, and human rights undertaken through different strategies including policy advice, capacity development, service delivery, technical assistance/expertise, and analytical and data generation capacities;

(iv) **Credibility**, as a trusted partner not only by the Government but also other stakeholders. This is attributed to the UN system’s impartiality, strong relationships with the Government built over time, and the alignment to national frameworks and priorities;

(v) The **Delivering as One approach**, which has led to greater coherence, enhanced visibility and impact of the UN system’s interventions, as well as reduced transaction costs for UN, Government, other national partners and, development partners.

## 1.2 Lessons learned from past UN cooperation (2013-2018)

The final evaluation of the 2013-2018 UNDAP established that UN interventions in Rwanda were relevant and aligned and, to the extent possible, correlated with Government priorities included in the Economic Development and Poverty Reduction Strategy 2 (EDPRS) and Vision 2020. Many UNDAP joint programmes showed strong alignment to Government flagship programmes including the Sustainable Growth Programme, the Vision 2020 Umurenge Programme on social protection, and the Governance Programme.

In addition, a series of key lessons learned were highlighted as important to carry forward into the 2018-2023 programming cycle. These were:

1. Government involvement in the design phase and its strong commitment and accountability positively contributed to and influenced the achievement of results.
2. Establishing strong partnerships with different stakeholders including the private sector, civil society, and bilateral organizations was an important contributing factor to the success of UN interventions in Rwanda.
3. The institutionalization of results ensured the greater potential for sustainability, since the Government was involved at all programme stages, including implementation.

In addition, a number of specific recommendations from the final evaluation of the UNDAP 2013-2018 were duly considered and incorporated in the development of the UNDAP II. These recommendations called for the UN in Rwanda to:

1. Strengthen the nexus between humanitarian and development programming, ensuring the explicit integration of Disaster Risk Management principles in development planning and implementation;
2. Identify and address the needs of most vulnerable groups in programme planning, implementation and reporting using disaggregated data on vulnerable groups;
3. Reinforce capacity development, especially ownership of these efforts by stakeholders, to ensure the longer-term utilization and sustainability of new knowledge and abilities. In addition, strengthen the UNDAP results framework by clearly articulating the metrics for the measuring the quality and sustainability of capacity development efforts.
4. Strengthen the UNDAP results framework to include clear indicators, baselines targets and means of verification, a list of partners and a common budgetary framework and where relevant, links to other UN plans. In addition, strengthen mechanisms for monitoring and reporting and align UNDAP planning documents to the results framework.
5. Address funding in a more sustainable manner in the UNDAP - including partnerships - by ensuring that the roles and responsibilities for resource mobilization are clearly outlined and understood by the different coordinating mechanisms under the One UN umbrella.

In addition, the experience of the 2013-2018 UNDAP management and coordination architecture was found to be relatively cumbersome, with overlapping roles and functions reducing efficiencies and effectiveness. An important lesson learnt was the need for rationalisation of the architecture, and clear definition of roles and responsibilities and systems for ensuring accountability of the various structures and their individual members.

## 1.3. The UNDAP II preparation process

The UNDAP development process commenced with the preparation of a Roadmap which was drafted and approved by the One UN Steering Committee in September 2016. To guide the implementation of the roadmap, an UNDAP Task Force was constituted to provide overall quality assurance, with technical support from the existing Programme, Planning and Oversight Committee (PPOC) with overall coordination by the RC Office.

The benefits of UN alignment with the national programme cycle were apparent as the UNDAP preparation significantly benefitted from the parallel development of the Vision 2050, the National Strategy for Transformation (NST1 2017-2024), and various sector strategic plans under the leadership of the Ministry of Economic Planning and Finance (MINECOFIN) and the National Institute for Statistics of Rwanda (NISR). The development of the UNDAP was further informed by the UN Common Country Analysis and the final evaluation of the UNDAP 2013-2018 as well as key global frameworks including

Transforming Our World: The 2030 Agenda for Sustainable Development and related Sustainable Development Goals; b) Sendai Framework for Disaster Risk Reduction; c) Addis Ababa Action Agenda on Financing for Development; d) Paris Agreement on Climate Change; e) World Humanitarian Summit; and AU agenda 2063.

A results-based management workshop for technical staff of the UN agencies was held in May 2017, at which the updated UNDG UNDAF programming principles in the context of the SDGs were shared. This led to a key milestone in the process, the Strategic Prioritization Retreat held in September 2017. At this workshop, representatives from Government line ministries, civil society and other key stakeholders along with the UN agencies identified a set of strategic priority areas, potential outcomes, and possible strategies for UN cooperation in Rwanda.

Between September and November 2017, under the overall leadership of the RC and Heads of Agencies, in their collective leadership, with technical leadership of the PPOC, UN technical teams provided required guidance on organising a series of meetings to further develop Outcome and Output results under the each of the strategic results areas and held discussions with government counterparts. Simultaneously, and in parallel, four UN agencies (UNDP, UNFPA, UNICEF and WFP) worked on their agency-specific Country Programme Documents as required by their Executive Boards, to ensure full harmonization and consistency of results with the UNDAP II. The two processes of UNDAP and other UN strategic documents benefit from the same validating process.

The overall process was highly participatory and culminated in a technical validation of the UNDAP II and the UN agency strategic documents by national stakeholders in November 2017. Of course, UN agencies included other specific processes more tailored to their operations. The UNDAP Results Framework was endorsed by the One UN Steering Committee on 20Th December 2017. During the meeting, the MINECOFIN Minister who was co-chairing it with the Resident Coordinator commended both the very good participatory process and the high quality of the UNDAP articulated with the national priorities. The endorsement of the UNDAP Results Framework triggered the subsequent approval of the UN strategic documents, given the fact that the two processes were conducted simultaneously.

# Rwanda’s Development Context

**Economic growth and poverty reduction:** Rwanda is among the fastest growing economies in Africa[[2]](#footnote-3), sustaining strong economic growth averaging around 7.9 per cent per annum over the last 15 years. The growth generated has been broad based and largely inclusive. As a result of the robust growth, per capita income increased from US$225 in 2000 to US$774 in 2017[[3]](#footnote-4). In 2017, all sectors of the economy registered positive growth, led by services growing by 8 per cent; while agriculture and industry grew by 7 per cent and 4 per cent respectively, albeit from a low base[[4]](#footnote-5). The economy is showing signs of structural transformation skewed towards the service sector. The share of the agriculture sector contribution to the economy declined from 37 per cent in 2000 to 31 per cent in 2017; whereas the share of industry remained virtually unchanged, ranging between 13 per cent and 17 per cent annually between 2000 and 2017[[5]](#footnote-6). The contribution of the service sector increased marginally from 45 per cent to 46 per cent during the same period[[6]](#footnote-7). Access to finance has significantly increased in the country following the rapid expansion of financial services using mobile technology.

Poverty declined rapidly during the last decade from an estimated 56.7 per cent in 2005/06 to 39.1 per cent in the 2013/14 period[[7]](#footnote-8). Rural areas continue to have the highest poverty rate of 62 per cent, compared to an average of 16.3 per cent in urban areas[[8]](#footnote-9). The Human Development Index (HDI) places Rwanda in the low human development category. However, the HDI improved to 0.498 in 2015 from a low of 0.233 in 1990, ranking the country 27th in Africa and 159 out of 188 countries globally.[[9]](#footnote-10) Inequality in Rwanda is the highest in the East African region, with a significant share of the population income, as well as multi-dimensionally poor[[10]](#footnote-11). In rural areas, poverty for the most part remains entrenched, with significant variations across regions.

**Financing for development:**

External development financing to Rwanda is comprised of inflows from official development assistance (ODA), emerging partners, foreign private investment, remittances, and foreign private foundations and international non-governmental organizations (INGOs). The ODA to the public sector continues to be the largest source of development finance with US$978.3 million in disbursements in 2016/17, but external private sector resources are increasingly an important part of the development finance landscape, totalling US$981 million in 2016/17. The total amount, including other sources, totalled US$2.01 billion in 2016/17. Excluding foreign private foundations and INGOs for which data is not available for 2014/15 and 2015/16 and which includes resources received from donors, the total flows were US$1.75 billion – an increase of 8.2 per cent from US$1.62 billion in 2015/16.

While public sources of development finance (ODA and emerging partner flows) still play a crucial role, private sources of development finance (foreign private investment, remittances, foundation/INGOs) are increasingly important in financing the country’s development. While total ODA and emerging partner flows are increasing overall, this is due to increases in loan disbursements from international finance institutions. If these are excluded, ODA decreased by 5 per cent from US$685.8 million in 2014/15 to US$622.7 million in 2016/17. Flows from emerging donors also decreased by 8 per cent, from US$59.7 in 2014/15 to US$48.0 million in 2016/17. Combined, ODA and emerging partner flows increased by 4 per cent from US$965.5 million in 2014/15 to US$1.03 billion in 2016/17, due to increasing disbursements of mostly loans from international finance institutions. Currently, 45 per cent of Rwanda’s development budget is externally financed. [[11]](#footnote-12) The country’s tax base (15.8 per cent of GDP in 2015/16) and domestic savings as a share of GDP (12.2 per cent in 2015) remains relatively small low compared to the needed ratio (20-25 per cent of GDP).

**Food security and nutrition:** Despite strong agricultural productivity, Rwandan households are increasingly dependent on markets to source their food for consumption. Some 70 per cent of all food consumed in Rwanda is accessed through markets, rather than self-production[[12]](#footnote-13). With the absolute number of undernourished people in Rwanda having increased from 4.0 million in 2004-2006 to 4.8 million in 2014-2016[[13]](#footnote-14), addressing food insecurity and malnutrition requires well-coordinated food and nutrition security-sensitive safety nets that align actions for short-term seasonal food assistance, and a long-term resilience strategy for vulnerable households. Shock-responsive safety nets are also required in situation of natural disasters and/or sudden economic shocks.

Although a majority of Rwandans are still employed in the agriculture sector, food security and nutrition are now fully recognized as being cross-sectoral, with “livelihoods” being a key determining food security driver. Livelihoods, as the means of earning income and food, is reflected in the strength of the private sector, innovation, education and resource base. The roles of the Ministry of Agriculture but also the Ministry of Trade and Industry and the Ministry of Local Government providing social protection and responsible for local economic development are key to ensuring widespread household food security. [[14]](#footnote-15)

Ensuring households’ food security throughout the year also requires multi-sectoral policies and strategies, as well as the interventions of multiple ministries, national institutions and local governments. This is clearly reflected in the theory of change towards improved household food security and nutrition, where the critical contributions are made by individual sector towards the final outcome. These sectors include agricultural production, health, economic growth and innovation, infrastructure, industry and trade, water, sanitation and hygiene, social protection, education, gender and women’s empowerment, climate and environment, peace, justice and strong institutions.

**Employment and job creation (decent work):** Rwanda is facing high levels of unemployment and underemployment and other decent work deficits. Decent work sums up the aspirations of people in their working lives. It involves opportunities for work that is productive and delivers a fair income, security in the workplace and social protection for families, better prospects for personal development and social integration, freedom for people to express their concerns, organize and participate in the decisions that affect their lives and equality of opportunity and treatment for all women and men.

The latest labour force survey statistics show an unemployment rate of 16.7 per cent, whilst an extra three million people are outside the labour force, with over 1.76 million of them being engaged in subsistence farming. The unemployment rate among young people aged 16 to 30 years of age is high, at 21 per cent[[15]](#footnote-16). Low level of labour productivity across all sectors have continued to constrain the country from achieving its full potential.

Most people are working in the informal economy. Here low incomes and limited access to public institutions prevent the poor from investing in skills that could boost their employability, productivity and ensure their protection from income shocks and risks. Lack of education and limited recognition of skills garnered in the informal economy also prevent poor people from entering the formal economy, while the scarcity of livelihood opportunities in rural areas often drives migrants into informal work in urban areas and in developed countries. Labour market discrimination of vulnerable groups such as poor women, disabled, ethnic groups, or people living with HIV often pushes these families and communities into poverty and survival through informal work.

The UN’s approach to promote decent work in the informal economy (ILO Recommendation 204) is that there needs to be a comprehensive and integrated strategy cutting across a range of policy areas that eliminates the negative aspects of informality, while preserving the significant job creation and income-generation potential, and that promotes the protection and incorporation of workers and economic units in the informal economy into the mainstream economy. However, understanding the context, nature and root causes of Informality is key to promote Decent Work in Rwanda’s Informal Economy and contribute to relative pro-poor growth.

Manufacturing continues to play a minimal role in Rwanda’s economy compared to elsewhere in sub-Saharan Africa. The emerging pattern of growth that is largely driven by the service sector needs to be rebalanced through rapid industrialization aimed at creating decent and productive job for the youthful population.

**Private sector development:** Rwanda has achieved tremendous growth of its private sector over the last 15 years, including a 103 per cent increase in large private establishments (100+ workers). The percentage increase of these establishments is higher in rural areas (38.1 per cent) compared to urban areas (7.3 per cent)[[16]](#footnote-17). The 2016 “Doing Business Report” attributes this progress mainly to new reforms including business registration, acquisition of construction permits, property registration, and cross-border trade, among others, which spur Rwanda’s competitiveness, attract new investments into the country and support existing enterprises[[17]](#footnote-18).

Despite this considerable growth of the private sector and substantial contribution of services to Rwanda’s economic development, various factors continue to constrain potential growth of the private sector. Services skills in the Rwandan workforce need continuous upgrading to meet regional and international competitive standards. Improvements have been made to the average level of secondary and higher education, but enrolment and completion remain low, and repetition and dropout remain higher than the sub-Saharan Africa averages. To address these interlinked challenges, the Government has allowed the free flow of labour into Rwanda from other EAC countries, particularly, Kenya and Uganda, and made substantial adjustments to the national curriculum at all levels by introducing a competence-based education curriculum. However, its roll out is still nascent and the results not yet sufficiently evident. The Government is putting a clear emphasis on human capital development and improved quality of education and TVET.

Stimulating private investment faces some challenges the country being landlocked, the relative size of the economy and the limited availability of raw materials. The Government is trying to address this through regional integration. East African Community regional integration is an opportunity for Rwanda to reduce barriers to private sector investment by increasing size of the markets, lowering the costs of imports and improving connectivity in terms of land transportation. In addition, Rwanda keep on creating a conducive environment. In the 2018 World Bank Doing Business Report ranked 41 globally and 2nd on the continent behind Mauritius.

**Regional integration and trade:** Trade facilitation and regional integration have remained a key focus of the Government of Rwanda to enhance the country’s ability to connect with regional and global markets. Despite the substantial growth in the private sector and public investment in policy and infrastructure aimed at increasing external connectivity and boosting Rwanda’s regional and international trade exports as a percentage of GDP reached 15.3 per cent in 2016[[18]](#footnote-19), well short of the 21.1 per cent target. This shortage has been attributed to global commodity prices shocks, especially coffee and minerals, and the regional instability that affected both Rwanda’s exports and realization of key regional infrastructure projects intended to boost connectivity. Rwanda enjoyed a well appreciated security and stability. However, peace and security in Rwanda can also be influenced by regional developments. Rwanda hosted in 2014 UN regional development actors following the adoption of the Peace, Security and Cooperation Framework in 2013. Subsequently the United Nations Great Lakes Regional Strategic Framework was developed – a regional One UN approach focusing on addressing conflict drivers between the Democratic Republic of the Congo, Uganda, Rwanda, Burundi and Tanzania in six pillars of action:

1. Sustainable land and natural resources management;
2. Economic integration, cross-border trade, food and nutrition security;
3. Mobility;
4. Youth and adolescents;
5. Gender and sexual and gender-based violence;
6. Justice and conflict prevention.

**Environment, natural resources and climate change:** Rwanda is committed to sustainable economic development by safeguarding the country’s natural capital. The Government has prioritised the protection and conservation of the environment along with optimal and rational utilization of natural resources for sustainable national development. This commitment is reflected by the increase in the Government’s expenditure on environment and climate change from 0.4 per cent to 2.5 per cent of the national budgets between 2004 and 2013[[19]](#footnote-20). However, the high level of vulnerability of the economy to external shocks including climate change-induced drought or rains and the fall in commodity prices has significantly affected a large segment of the population. Such shocks often result in negative coping strategies of vulnerable population, which not only constrain household welfare, but also further degrade the environment.

In addition to hurting the economy, climate change poses a significant risk to food security in the country. Rwanda’s high population density and significant reliance on land and natural resources for survival places extraordinary pressures on these resources. An estimated 96 per cent of rural households depend on subsistence agriculture. A projected increased growth in the rural population poses a challenge for the sustainable management of natural resources in Rwanda. Weak land-use planning and high levels of land degradation continue to take place, making Rwanda increasingly prone to natural disasters including landslides and floods, due to its hilly terrain. While national and district level land-use plans have been developed, the plans are not yet fully aligned.

In the absence of alternative sources of energy, the extensive reliance on wood for energy and construction has accelerated deforestation. An estimated 86 per cent of the population relies on firewood for cooking while 40.7 per cent of houses are built using tree poles.[[20]](#footnote-21) This has contributed to soil erosion, loss of biodiversity and unsustainable agriculture. In response, the country has prioritised increasing the forest cover, which reached 28 per cent of the landmass in 2017.

Despite efforts to strengthen the provision of accurate and timely weather and climate information through the 2010 Meteorology Policy and Climate Data policy, gaps exist in the technical capacity skills in terms of early warning and environment and natural resources sector monitoring. Further, national emergency preparedness and response capacity to natural disasters, in terms of contingency planning and support to affected populations, is limited.

In addition, the limited coordination of initiatives and mainstreaming across sectors, as well as weak engagement of the private sector, civil society and communities, are further compounded by the inadequate and unpredictable financing of the sector. However, some initiatives are ongoing supporting innovative financing and green and climate finance.

**Socio-economic inclusion of refugees:** Stimulated by the Joint Strategy of the Government of Rwanda and UNHCR on Economic Inclusion of Refugees[[21]](#footnote-22), a new paradigm has been established whereby refugees are not just seen as forcibly displaced people with rights, but also as consumers, employers, employees, and entrepreneurs who can contribute to the economic development of their host communities.

Improved refugees’ self-reliance is key to support the Government of Rwanda to deliver on its pledge to graduate 18,000 refugees from humanitarian assistance by the end of 2018[[22]](#footnote-23). To further pursue self-reliance, another change will be to shift the incentive structures created by the current humanitarian approach and promote living in ‘alternatives to camp’[[23]](#footnote-24) settings, such as integrated settlement areas. This should be driven by a Government-led shift to change the nature of the current refugee camps to encourage business activities in rural refugee-hosting areas as well as for humanitarian actors to undertake targeted assistance that does not incentivize camp dwelling. A cross-sectoral effort to align with and adopt Rwandan models for development will also drive sustainable change as well as an ambition to shift to cash-based assistance, which in turn drive multiplier effects and economic growth in refugee-hosting areas. Planning for refugee operations should increasingly be informed by central as well as local level development plans. With a reduction in support from traditional humanitarian funders having been observed, leveraging complementary financing partnerships will be an important strategy for economic and financial inclusion of refugees, where strategic seed funding can serve to attract non-traditional financing for inclusive programmes for both refugees and host communities.

Such an inclusive and cross-cutting strategic approach aims to ensure the safe, dignified and productive lives of refugees as well as host communities, thereby contributing to sustainable and whole-of-society development. The approach will be operationalized, amongst others, by means of yearly participatory assessments. In 2018 these will be complemented by a comprehensive verification exercise and a socio-economic profiling exercise as well as other assessments to inform holistically how to achieve the strategic vision of the refugee operation.

**People, health, dignity and equality:** Rwanda has achieved remarkable social development progress over the last two decades; and was one of the few countries in Africa that achieved almost all Millennium Development Goals. Major gains have been made in access to education, gender parity in primary and secondary education, reductions in maternal and child mortality, HIV incidence and prevalence, malaria incidence, and the use of safe water and sanitation. Subsequently, over the past 20 years, Rwandans’ life expectancy has increased from 51 years to 64.5 years (62.5 for males and 66.2 for females). Undernutrition, particularly amongst young children and women, continues to be a public health concern, with sanitation and hygiene standards a contributing factor and resulting in poor health status.

**Reproductive, maternal, neonatal, child and adolescent health:** Rwanda achieved the Millennium Development Goal targets for maternal and child mortality primarily because of concerted investment in a comprehensive health system.

Despite reducing from 76 per 1,000 live births in 2010 to 50/1,000 the child mortality level remains high[[24]](#footnote-25); as does the maternal mortality rate which decreased in the same period from 476 to 210 deaths per 100,000 live births[[25]](#footnote-26). Less progress has been realised in the infant mortality rate that stands at 32 per 1,000 births, down from 50 /1,000 in 2010.[[26]](#footnote-27) Mortality is significantly higher in rural areas and among the poorest families. Around 78 per cent of under-five deaths in health facilities occur from neonatal complications[[27]](#footnote-28). With over 90 per cent of births taking place in health facilities and most management of sick newborns undertaken in hospitals, strengthening the quality of services is key to reducing newborn mortality.

The use of contraceptive prevalence rate in Rwanda has increased over the past few decades with the Government investing heavily in ensuring the availability of modern contraceptives in all health facilities. However, uptake in modern contraceptives has stagnated over the last few years, and the rate of contraceptive use by women aged 15 to 49 is only 31 per cent[[28]](#footnote-29). The overall fertility rate reduced from 4.6 in 2010 to 4.2 in 2015[[29]](#footnote-30). The adolescent fertility rate for girls aged 15-19 in 2014/2015 increased to 7.3 per cent from 6 per cent between 2005-2010[[30]](#footnote-31); and only 13.6 per cent of health facilities currently offer youth-friendly adolescent reproductive health services[[31]](#footnote-32).

While the progress in this area is commendable, challenges related to this sector include the insufficient number of qualified midwives, and lack of emergency obstetric and quality of newborn care services. These gaps need to be filled to effectively implement the Reproductive, Maternal, Newborn, Child and Adolescent Health Policy (2017-2030). In addition, increasing the uptake of modern contraceptives by scaling up post-partum family planning information, ensuring the availability of commodities at all health facilities and expanding social marketing of modern contraceptives is required to close the gaps. Outreach interventions and increased youth friendly services are essential.

**HIV and AIDS:** Adult (15-49 years) HIV prevalence in Rwanda has remained stable at around 3 per cent over the last ten years with an estimated 3.8 per cent of women and 2.3 per cent of men HIV positive[[32]](#footnote-33), higher HIV prevalence in the City of Kigali 6.3%[[33]](#footnote-34) and highest HIV prevalence at 45.8 per cent, amongst female sex workers[[34]](#footnote-35).[https://outlook.office.com/owa/?realm=unaids.org&exsvurl=1&ll-cc=1033&modurl=0 - x\_\_ftn3](https://outlook.office.com/owa/?realm=unaids.org&exsvurl=1&ll-cc=1033&modurl=0#x__ftn3)

 Although the overall HIV prevalence has stabilised, deeper analysis of 2010 and 2015 data reveals that the epidemic in Rwanda is aging, as the highest prevalence shifts over time to older age groups as well as increasing prevalence rates among young people aged 20-24 between 2010 and 2015 (from 1.8% to 2.4% in women; from 0.5% to 1% in men)[[35]](#footnote-36).

The health sector has been active in reacting to the HIV epidemic, especially through timely adoption of recommended response actions. One of the key changes in the national HIV response over the past three years has been an evolution in national guidance on when to start anti-retroviral treatment (ART). Subsequently, The Ministry of Health revised its national guidelines in 2016 to align with the World Health Organization consolidated guidelines on the use of antiretroviral drugs for treating and preventing HIV infection which recommended treating all individuals who are HIV positive as soon as possible following infection. This policy change to the ”Treat All” approach in July 2016 stipulated that all HIV-positive people should start ART as soon as they test positive, including those currently in pre-ART. Subsequently, Rwanda is on track towards 90-90-90 target by 2020. Treatment coverage was at 81% of all people living with HIV in 2016 and an estimated 86% of people living with HIV in Rwanda knew their HIV status. Approximately 85% of people who knew their HIV-positive status were on antiretroviral therapy.[[36]](#footnote-37)

Despite Rwanda’s impressive progress in responding to HIV, current challenges include increasing new infections among specific groups such as young females (15 to 24) and the high prevalence among female sex workers and men who have sex with men. Considering reduced fiscal support to HIV prevention programmes and the health sector, the national response anticipates major financial constraints in achieving sustained success in responding to the demands implied by new international targets.

**Water, sanitation and hygiene (WASH):** Rwanda has made steady progress towards achieving the universal access to “improved” water and sanitation targets set during the last five years. However, the Government’s new 2017-2024 plans call for a more ambitious approach, in line with the Sustainable Development Goals, aiming to achieve 100 per cent coverage of “basic” water supply and sanitation during the 2017 to 2024 period, with an emphasis on quality of services. Therefore, while 83 per cent of households are using improved sanitation, only 64 per cent have their own improved latrine[[37]](#footnote-38), or access to ‘basic’ sanitation. Although 84 per cent of rural households now have access to ‘improved’ water sources, only 57 per cent have access within 500 metres of the home, or access to a ‘basic’ level of water service.[[38]](#footnote-39) Only 5 per cent of households have observed hand-washing facilities with soap and water.[[39]](#footnote-40)

To achieve these targets, substantial investments are required to fund infrastructure as well as in ensuring sustainability, innovation, technical capacity and community participation. Whilst the use of improved water sources is high, there are disparities in access, especially in rural areas where more than half the population (53 per cent)[[40]](#footnote-41) must travel more than half a kilometre to access safe water. In addition, hygiene practices, such as handwashing, remain extremely low for various reasons, including availability of water and knowledge and awareness of the importance of these behaviours.

**Nutrition:** Malnutrition continues to be a public health concern in Rwanda. Despite progress including reduction in prevalence amongst children aged under five of stunting from 44 per cent to 38 per cent and wasting from 3 per cent to 2 per cent between 2010 and 2015[[41]](#footnote-42), chronic malnutrition levels remain among the highest in the world, with Rwanda ranked 110 out of 132 countries[[42]](#footnote-43). However, there has been recent renewed strong commitment from the Government and development partners to address the challenges. The Government is committed to establish multisectoral initiatives and interventions, including strong national nutrition and food security coordination capacities. These structures will provide technical support and coordinate the social cluster in central government, districts, development partners and civil society organizations, ensuring all are working together in implementing nutrition-specific and nutrition-sensitive programmes.

**Education:** Notable progress has been realised in early childhood development (ECD) in Rwanda with 63 per cent of children aged 3 to 6 years developmentally on track in the domains of learning, literacy numeracy, physical and social-emotional development. Access to pre-primary education has been increased through the significant investments made in establishing public pre-primary schools: from two public pre-primary schools in 2011 to 1,474 in 2016. The gross enrolment ratio in pre-primary increased from 12.9 per cent in 2012 to 23.7 per cent in 2016 and the net enrolment ratio from 14.2 per cent in 17.5 per cent in the same period,[[43]](#footnote-44) which are below the education sector target of 28 per cent by 2018.

Despite progress, Rwanda continues to face challenges in accumulating quality human capital, with a high level of drop outs from the school system. Only 65.2 per cent of the pupils succeed in the first cycle[[44]](#footnote-45); and access to secondary, tertiary and vocational education is low. Enrolment in primary education have increased steadily in Rwanda since universal free primary school education was introduced in 2003, and gender parity has been achieved. In 2016, 2,450,705 children were enrolled in primary school, 205,117 more children than in 2011, and that net primary enrolment increased from 95.9% to 97.7% (girls 98.3% and boys 97.3%). Attendance at primary school is much lower for disabled children (57.4%). In terms of geographic and socio-economic determinants, access is relatively equitable across the country. However, there is an incremental decrease in access to primary school across the wealth quintiles. The number of students enrolled in lower and upper secondary schools increased from 486,437 to a total of 553,739 between 2011 and 2016. Of the total students enrolled in lower and upper secondary, 62.6% were enrolled in lower secondary school; with overall secondary school enrolment in 2015 at 32.9%, an increase from 25.7% in 2011. Net secondary school enrolment continues to be higher for girls (34.6%) compared to boys (31.2%). [[45]](#footnote-46)

The Government’s commitment to Technical and Vocational Education and Training (TVET) has resulted in a significant increase in the number of Vocational Training Centres from 98 in 2011, to 179 in 2016. Over the same time, the number of Technical Secondary Schools also increased from 151 to 199 and the number of Technical Tertiary Institutions from two to 16. However, the unemployment rate amongst TVET graduates is only slightly lower at 19.5 per cent than the average youth unemployment of 21 per cent, indicating a low return on investment.[[46]](#footnote-47)

Some of the key challenges in education stem from the lack of sufficient skilled and qualified teachers at all levels of basic education, teachers having a poor command of the English language which is the compulsory language of instruction from primary four onwards, and the limited technical and financial capacity to disseminate and implement the new competency-based curriculum effectively. Students often have low attention spans due to inadequate food security and nutritional status, as well as inadequate WASH practices resulting in decreased attendance rates due to illness. Most schools lack basic infrastructure such as classroom blocks resulting in high pupil to teacher ratios. At around 60 pupils per teacher, the ratio is the highest in the region. In addition, while district authorities have been given greater levels of accountability and decision-making in the management of schools, most of these entities lack the required expertise and capacity to handle these new and evolving responsibilities to ensure the required quality education is delivered.

**Social protection:** The Government of Rwanda continues to place emphasis on social protection mechanisms as a means to contribute to the reduction of poverty in the country. As a result, several interventions have contributed to graduation from extreme poverty, and social protection programmes targeting the extremely poor are identified as one of the most significant contributing factors. By 2017, the Vision 2020 Umurenge Programme (VUP) was operational in all 416 sectors in 30 districts of Rwanda. The VUP has supported 227,477 households (138,213 female heads and 89,264 male heads) with a total of 842,855 household members. The VUP, Rwanda Demobilization and Reintegration Commission (RDRC) and Fund for Neediest Survivors of Genocide in Rwanda (FARG) schemes collectively cover approximately 879,689 individuals. Health insurance coverage is relatively high nationally at 72.2 per cent, with 79 per cent of VUP programme beneficiaries covered by the community-based health insurance[[47]](#footnote-48) “Mutuelle”. Despite the commendable progress and achievements realised through the various social protection support programmes in Rwanda, various challenges still exist including concerns about the coverage, overall quality of the VUP targeting, inclusion of households from higher categories, shock-responsiveness, and inefficiencies in the timeliness of payments.

The most significant challenge of the ongoing social protection support programme is the ability of the social protection system to support target beneficiaries to graduate from extreme poverty and sustain their new income level to resist poverty, shocks, and disasters. Efforts are underway to address this challenge through the introduction of the Minimum Package for Graduation, providing a holistic package of services combining cash transfers with asset grants, financial literacy and other services in support of building sustainable resilience and graduation. These services, as well as other new long-term measures, are outlined under the new Social Protection strategy.

**Refugees:** As of March 2018, the total population of concern in Rwanda was 177,369 individuals. These include 165,993 refugees individually registered, 2,649 registered at household level and 8,727 Congolese asylum seekers. The Burundians make up 55% of the total refugee population in Rwanda. Children make up 48% of the registered population while women and children are 76% of the population. Rwanda is also receiving thousands of returnees motivated by the cessation clause adopted in 2011 to close the Rwandan refugee chapter. In 2016, 5,588 people returnees to Rwanda bringing the total to 31,726 since the cessation clause.

As a signatory to the 1951 Refugee Convention, the 1967 additional protocol and the 1969 Organization of African Unity Refugee Convention, the Government maintains a policy to protect and advance the rights of refugees as is enshrined in the Rwandan Refugee Law[[48]](#footnote-49). The Law also outlines the procedure to access asylum, apply for refugee status, and provides refugees with essential rights including the right to work, freedom of movement and to access documentation such as refugee identity cards, birth and death certificates, and marriage and education certificates. Rwanda provides a uniquely enabling environment for refugees to access wage-earning employment and self-employment, supported by the cultural and linguistic kinship and affinity with the host population, which support peaceful coexistence and enable socio-economic inclusion.

In addition, Rwanda is officially a Comprehensive Refugee Response Framework (CRRF) Country. The CRRF builds on the New York Declaration on Refugees and Migrant – informing the Global Compact on Refugees. It requires host governments to be in the driving seat in search for durable solutions for challenges facing refugees and host communities. As such, the Government and partners will apply a development approaches throughout the refugee cycle (contingency planning through assisting refugees in protracted situations to find durable solutions), meaning that refugees will be integrated in national systems and structures as opposed to parallel systems that have traditionally dominated humanitarian interventions.

**Gender equality and women’s empowerment:** Rwanda has made significant gains in improving women’s participation in the political and decision-making levels and reducing gender disparities across several sectors. In the 2017 World Economic Forum Gender Parity Report, Rwanda ranked 4th out of 144 countries.[[49]](#footnote-50) However, the country is still facing challenges in economically empowering women, constraining its desire to bring about inclusive socio-economic transformation. This is largely due to deeply entrenched negative social norms and cultural mind-sets, but also the lack of consistent implementation of the set of progressive laws and policies on gender equality and demonstrated accountability to commitments made by the country. In addition, gender-based violence remains a key challenge facing women and girls. Despite the different efforts and mechanisms put in place to legally support victims of gender-based violence and child abuse there is still limited legal assistance to victims due to lack of forensic evidence to support the law cases. Like many other countries, Rwanda also experiences delayed reporting of violations, often due to the high economic dependence of women and girls who are fearful of the consequences of pursuing justice when the perpetrator is a partner or family member.[[50]](#footnote-51) One of the consequence of this situation has been significant increase in teenage pregnancies, forcing some of the adolescent girls to drop out of school.

**Youth:** Rwanda’s population is youthful, with 40.1 per cent aged under age 15, 20 per cent between 15 and 24, and 68.7 per cent below the age of 30 in 2015. This translated to a total dependency burden of 76 per 100 people of working age in 2015. The high dependency burden poses a challenge to economic growth, due to the costs to the nation and households of essential needs for children, including education and health services.

**Peace, justice, inclusivity and safety:** Important challenges remain to be addressed in governance in reinforcing inclusive participation and strengthening the political processes through addressing the issue of political space, the weaknesses in the capacities of civil society, and the need to accelerate media sector reforms. In public administration, improvements are required in inter-sectoral policy and programme coordination, more use of evidenced–based planning, and closing important capacity gaps in the middle level categories. In the rule of law, there is scope for more judicial reforms that will strengthen access to quality justice, ensure reduction in backlog cases, and improve the quality of prosecution. In sustaining gains, there is a need for quality primary and secondary education to produce responsible citizens aware of national values and ready to fight for their rights.

# 3. UNDAP II Strategic Priority Areas and Results

Three overarching strategic priorities for the One UN contribution to the development agenda in Rwanda were identified during the UNDAP II preparation process. Each of the three is fully aligned with the national development priorities, as articulated in the National Strategy for Transformation 2017-2024 (NST1). The three strategic priorities are:

1. **Economic transformation;**
2. **Social transformation;**
3. **Transformational governance**.

Under each of these priority areas are a set of higher level Outcomes, which are underpinned by a theory of change that articulates the key problems and bottlenecks identified in the common country assessment. Contributing towards the six UNDAP Outcomes are 25 Outputs, for which the UN can be held accountable for their achievement.

**Figure 1: UNDAP II 2018-2023**



There is a common focus across the six Outcomes on supporting Rwanda’s national development efforts to address inequalities and vulnerabilities and ensuring the rights of the most vulnerable people in the country are met, predominantly through joint programming across UN agencies, in partnership with Government and civil society. This is based on the full application of the United Nations core programming principles, with “leave no one behind” as the overarching and unifying principle, underpinned by human rights; gender equality and women’s empowerment; sustainability and resilience; and accountability.

Towards ensuring the realization of the “leave no one behind” approach, the UNDAP II interventions will ensure the identification and targeting of the most vulnerable population groups, particularly those facing multiple deprivations and vulnerabilities. These include: children living in poor households; women, especially those in rural areas and/or poor households with unequal access to productive resources and opportunities along the value chains; people with disabilities; people living with HIV and other chronic illnesses; youth; migrants; refugees and returnees. In addition, specific geographic areas of focus will be identified for potential area-based joint UN programmes that seek to maximize socio-economic outcomes for the most vulnerable groups.

Eight critical entry points and common implementation strategies have been defined to contribute to the achievement of the Outcomes through the specific Output results:

1. At the national policy level, providing technical assistance and financial support to the rights-based assessment, revision and development of citizen-centred policies and strategies, while ensuring the integration of cross-cutting issues across sectors;
2. At the operational levels – national and sub-national – providing technical and financial support to strengthen the efficiencies, effectiveness and resilience of systems and the capacities of duty bearers for the implementation of policies, strategies and plans;
3. Across institutional systems, in civil society and at community and household levels, increasing the awareness, knowledge and skills of rights holders and duty bearers to promote and adopt safe behaviours and positive social norms;
4. At community and household levels, increasing demand for quality and equitable services and for participation in inclusive development processes;
5. Forging more partnerships with rights-based civil society organizations (CSOs) that have a robust presence at grassroots level and understand the local issues and specific vulnerabilities that certain population groups may be facing;
6. At the intersect of humanitarian action and development, evidence-based and specific interventions will be implemented in support of women and children refugees or affected host communities;
7. Use of innovative approaches and new and more efficient ways of doing business to foster more coherence and impact across all programmes, and;
8. Production of on-time disaggregated data and evidence to assess results, report on them, and improve the accountability of the One UN Rwanda.

Additional strategies include support to strengthening direct quality service provision in health, water and sanitation, education, and decentralised and accountable governance, amongst other areas. Specific efforts will be made to expand and foster existing and potential partnerships, particularly with Government ministries, private sector, media, civil society, academia, think tanks and research institutes, other development partners and philanthropies. Furthermore, expanding regional and international collaboration and knowledge-sharing through South-South and triangular cooperation will be emphasized.

Throughout the UNDAP results, prominence is placed on ensuring the link between humanitarian and development programming, particularly through building the capacities of existing systems to enhance delivery of quality social services to refugees, returnees and host communities. Improvement of disaster management, preparedness and response approaches within social service systems and in communities will be integrated into programmes, including expanding coverage of the established social protection system, aiming to build resilience and to enable the cushioning and lifting of the most vulnerable out of poverty. In the context of the SDGs, the UNDAP emphasizes on more integrated planning, programming, establishing synergies across sectors that can be used to catalyse accelerated achievement of results for communities. This integrated approach further enables the support to national capacities for cross-sectoral collaboration and appropriate coordination, for example in the areas of social and economic transformation on the links between nutrition and climate-smart agriculture, and on women’s empowerment and economic transformation.

The approach will also include a geographic focus, common institution support and thematic approach. The three elements could be combined but the geographic and thematic should always be based on a clear targeting aiming at reaching the furthest behind first.

The geographic emphasis will be based on a joint analysis looking at the multidimensional poverty and specific vulnerabilities and focus on a given number of districts to provide a coherent UN offer of services, including capacity building to maximise impact. The Government has ranked the districts. The other approaches (institution and thematic) will strengthen partnership both within UN and outside UN in supporting a given institution that has a leverage effect (for example, NISR for the data revolution) or theme (for example youth, gender, human capital) that require more concerted and coordinated efforts.

To ensure an enabling internal operational environment for adequate integrated programming, the One UN Rwanda team has instituted a rationalized programme management approach. The UNDAP II also aims to enhance the integration between programme and operations to ensure greater efficiency and effectiveness. This involves a stronger role of the UN Operations Management Team (OMT) in providing more coordinated support to programmatic interventions, including enhanced use of the Harmonized Approach to Cash Transfers (HACT) and consolidated procurement across the results areas, where relevant and a successful design and implementation of the Business Operations Strategy 2 (BOS2).

The One UN Rwanda’s contribution towards the three Strategic Result Areas, six Outcomes and 25 Outputs are illustrated in the Results Framework in section 10, along with the following narrative.

**3.1 Strategic Result Area 1: Economic Transformation**

Under this Strategic Result Area, the UN seeks to contribute through two Outcomes to ensuring that Rwandans enjoy an improved quality of life sustained by a modern economy that is globally competitive, knowledge-based and environmentally sustainable. Initiatives are linked to the national economic transformation pillar that pursues accelerated inclusive economic development founded on the private sector, knowledge and Rwanda’s natural resources. The Strategic Result Area addresses SDGs 1, 2, 5, 8, 9, 10, 11, 12, and 16.

|  |  |  |
| --- | --- | --- |
| **Strategic Result Area 1:** **Economic Transformation** | **NST Pillar Economic Transformation** | **SDGs** |
| ***Outcome 1:*** By 2023 people in Rwanda benefit from more inclusive, competitive and sustainable economic growth that generates decent work and promotes quality livelihoods for all.***Outcome 2***: By 2023 Rwandan institutions and communities are more equitably, productively and sustainably managing natural resources and addressing climate change. | **Priority Area 1:** Create 1.5 million decent and productive jobs for economic development | 1, 2, 5, 8, 9,10, 11, 12, 16 |
| **Priority Area 2:** Accelerate Sustainable Urbanization from 17.3% (2013/14) to 35% by 2024. |
| **Priority Area 3:** Establish Rwanda as a globally competitive knowledge-based economy |
| **Priority Area 4:** Promote industrialization and attain a structural shift in the export base to high-value goods and services with the aim of growing exports by 17% annually. |
| **Priority Area 5:** Increase domestic savings and position Rwanda as a hub for financial services to promote investments |
| **Priority Area 6:** Modernize and increase productivity of Agriculture and livestock |
| **Priority Area 7:** Sustainable and climate-sensitive Management of Natural Resources and Environment  |
| **Contributing UN agencies:**  | FAO, ILO, IOM, ITC, UNCDF, UNCTAD, UNDP, UNEP, UNESCO, UNFPA, UNIDO, UN Women, WFP |  |
| **Implementing partners:** | MeteoRwanda, MINECOFIN, MIDIMAR, MINAGRI, MINEDUC, MINICOM, MINIRENA, MITEC, PASP PRICE, PSF, RBC, RDB, RDDP, REMA, FONERWA, Imbuto Foundation, New Faces, New Voices  |  |
| **Budget:** | **US$137,074,919** |  |

**Outcome 1: By 2023, people in Rwanda benefit from more inclusive, competitive and sustainable economic growth that generates decent work and promotes quality livelihoods for all.**

The One UN Rwanda will contribute to the achievement of the Outcome through six inter-linked Outputs, with a broad range of strategies and implementing partners. The key focus of UN cooperation will be on the following.

**Agriculture:** In line with priority area 6 of the NST, the UNDAP II will support efforts to increase agricultural production and productivity, particularly for women and youth farmers. The UN will provide technical assistance for the development of policies and frameworks that increase the inclusion of women smallholder farmers into agricultural supply chains at the national and intra-regional level. Small-scale farmers, members of cooperatives, rural youth and women in target areas will be provided with the necessary skills, knowledge and equipment to reduce post-harvest losses, engage in agribusiness and increase their access to market information through mechanisms such as e-soko (an information and communication service for agricultural markets in Africa) and Buy from Women (an enterprise platform that links women farmers to information, markets and finance). Specific training on innovative farming methods, including climate-smart agricultural practices will be supported. Support to smallholders and their market linkages will be an area of increasing focus; with private and public buyers increasingly interested in procuring quality products from smallholder farmers allowing them to move up the value chain and increase their income. This demand could also unlock opportunities from other supply chain actors, such as input suppliers and financial institutions. The capacities of responsible institutions and their staff will be increased to provide improved agricultural support services, research and technology transfer services, supply of agro-inputs, extension services and agricultural financial services in target areas.

A key focus will be on engaging the private sector in the development and adoption of climate-resilient agricultural technologies. This will involve the provision of agricultural inputs and innovative technologies including resilient breeds and crop varieties to farming households. Furthermore, the UN will build capacities of the stakeholders along the agricultural production value chain, enhancing their ability to engage in value-addition, quality assurance and standards for quality production.

**Trade and industrialization:** The UN will further strengthen and equip national institutions, private sector and communities with the technical capacity, skills and knowledge to develop and implement evidence-based inclusive policies and programmes for increased sustainable industrialization and trade competitiveness. There will be a specific focus on the promotion of innovation and technology upgrades, as well as creating linkages and networks for learning and knowledge exchange. Support will be provided for the management and operationalization of special economic zones and industrial parks, including development of laws and regulations, demand analysis, and provision of expert advice on international best practices and benchmarking. UN will also contribute to the development of capacities for improved industrial intelligence, which will be supported, with an emphasis on international benchmarking, data collection analysis and management, monitoring and evaluation (M&E), and competitiveness analysis. This will be integrated into enhancing the capacities of micro, small, and medium enterprises (MSMEs) with specific assistance to women entrepreneurs to expand and apply their business development and business management skills. Work in this area relates to the priority area 4 of the NST. The African continental Free Trade Area signed in March 2018 in Kigali by 44 African countries will certainly contribute to improving regional integration.

**Decent work and employment:** The UN will work with private and public institutions to contribute to creating decent employment, foster skills development, empower and promote entrepreneurship and financial inclusion for all. Small and medium enterprises will be capacitated to increase financial literacy and access to finance, especially for youth and women. UN agencies will continue their contribution to enhance the coordination of the one stop youth centre of Kimisagara. In addition, efforts will be placed on building the capacity of TVET institutions by engaging diaspora professionals for skills transfer. The University of Rwanda will also be reinforced to help bringing higher education online. A key area of focus will entail the provision of technical assistance to enhance the engagement of the private sector and financial institutions to increase the accessibility of traditional and innovative models and sources of finance for women, thereby implementing gender equality considerations into their business

**Financing for development:** The drive towards middle-income country status means a potential reduction in official development assistance and the subsequent need to identify different financing modalities. The UN will therefore work to ensure that national institutions have increased technical capacity to identify, access and use different partnership modalities and sources of finance to achieve their development objectives.UN agencies will provide targeted support to contribute to strengthening the capacities of the Ministry of Finance and Economic Planning (MINECOFIN) and other key agencies to better understand and take more advantage of the new trends that are reshaping development finance and to be more aware of the role that different constituencies can play. UN will support the designing and implementation of development financing using innovative and blended finance, in line with the NST1 and the Addis Ababa Agenda for Action. Furthermore, the UN will provide technical capacity under the Programme for Country Partnerships with development partners, civil society and the private sector to discuss industrialization programming and financing.

**Sustainable urbanisation and rural settlements:** The ONE UN will assist national and local institutions to fortify their technical capacity to implement knowledge-based, inclusive and sustainable urbanization policies and plans. This assistance will contribute to the NST priorities on urbanization and development of modern infrastructure and towns as a catalyst for national development. Our contribution will include specifically enhancing the capacities for the implementation of the National Informal Urban Settlement Upgrading Strategy and the National Urbanization Policy; as well as for the drafting and reviewing of existing labour instruments for promotion of safe labour mobility, including rural-urban migration.

**Outcome 2: By 2023, Rwandan institutions and communities are more equitably, productively and sustainably managing natural resources and addressing climate change.**

The One UN Rwanda will contribute to the achievement of the Outcome through three inter-linked Outputs, with a broad range of strategies and implementing partners. The cooperation and assistance provided by the UN towards the achievement of this Outcome will contribute to priority area 7 of the NST1, which seeks to ensure the sustainable management of natural resources and the environment.

Rwanda’s economy relies heavily on natural resources. Promisingly, the country has ratified major international agreements and have put in place policies and frameworks for the sustainable management of natural resources. However, policies and regulations need to be updated, and coordination between the environment and natural resources sector and other major economic sectors remain a challenge, while fragile ecosystems and degraded land need to be rehabilitated and restored. Climate change must be addressed with concrete actions both for mitigation and adaptation

**Regulatory frameworks and coordination for the environment and natural resources**: In response to the identified gaps, UN agencies will provide technical assistance to national institutions for the development of improved gender-sensitive regulatory frameworks, technical and coordination capacity for equitable management and the mainstreaming of environment, natural resources and climate change, while promoting green growth. One UN will contribute to the development of a comprehensive results-based management system for the environment and natural resources sector, as well as Rwandan cities’ capacity enhancement to design and implement their Urban Low Emission Development Strategies.

**Sustainable use of natural resource and climate change adaptation:** Specific initiatives will be aimed towards ensuring that institutions and communities in target areas are better able to use their enhanced technical capacity, skills and knowledge for the sustainable use of natural resources and climate change adaptation methods and renewable energy. Fragile ecosystems including wetlands will be restored, and forests and degraded land will be rehabilitated, especially in areas most vulnerable to degradation and / or prone to natural disasters. Awareness-raising on the sustainable management of environment within communities will be emphasized.

**Disaster Risk Management:** In addition, One UN’s action towards national level and decentralized institutions as well as communities aim at enhancing their technical capacities, skills and knowledge to reduce, manage, respond to and recover from natural disasters and mitigate impacts of climate change. While the national capacity for disaster preparedness has improved over the past decade, increasing natural hazards combined with climate change and the high population density leave many people prone to disaster such as landslide, flood, flash flood and drought. Most of the people most vulnerable to disaster are female headed households and poor rural farmers. A community level approach will be necessary to ensure stronger resilience to climate change and natural disasters. Interventions will also help further align the national disaster risk reduction (DRR) framework with the Sendai Framework for DRR 2015-2030.

## 3.2 Strategic Result Area 2: Social Transformation

The United Nations’ overall vision for social transformation is that Rwanda’s human capital development is enhanced to harness its demographic dividend and achieve a high standard of life. This vision is related to the goal of the national social transformation pillar, which seeks to develop Rwandans into a capable and skilled people with quality standards of living and a stable and secure society. Through the UNDAP II, the UN system in Rwanda will contribute towards the achievement of this vision through two Outcomes. This Strategic Result Area contributes to SDGs 1,2,3,4,5,6,7 and 10.

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| **Strategic Result Area 2:****Social Transformation** | **NST Pillar Social Transformation** | **SDGs** |
| ***Outcome 3***: By 2023, people in Rwanda, particularly the most vulnerable, enjoy increased and equitable access to quality education, health, nutrition and water, sanitation and hygiene (WASH) services.***Outcome 4:*** By 2023, people in Rwanda, particularly the most vulnerable, have increased resilience to both natural and man-made shocks for a life free from all forms of violence and discrimination | **Priority Area 1:** Enhancing graduation from Poverty and extreme poverty and promoting resilience.**Priority Area 2:** Eradicating Malnutrition: Prevention and Management of all forms of malnutrition (acute and chronic). **Priority Area 3:** Enhancing demographic dividend through ensuring access to quality Health for all**Priority Area 4:** Enhancing the demographic dividend through improved access to quality education**Priority Area 5:** Moving Towards a Modern Rwandan household: Universal access to basic infrastructure such as electricity, water, Sanitation and broadband. | 1, 2, 3, 4,5,6,7, 10. |
| **Contributing UN agencies:**  | IOM, UNAIDS, UNCTAD, UNESCO, UNFPA, UN Habitat, UNICEF, UN Women, WFP, WHO, |
| **Implementing partners:** | LODA, MIDIMAR, MIGEPROF, MINAGRI, MINALOC MINEDUC, MININFRA, MINIJUST, MINIRENA, MINISANTE, NCC, NISR, RAB, RBC, REB, RNP, WASAC, PSF, CSOs  |
| **Budget:** | **US$461,905,134** |

**Outcome 3: By 2023, people in Rwanda, particularly the most vulnerable, enjoy increased and equitable access to quality education, health, nutrition and WASH services.**

To contribute to the achievement of this Outcome through six Outputs, the UN will work with the Government, other key duty bearers and with rights holders to close the gaps in the provision of quality basic social services and increase nutrition and food security in line with the NST1 priority areas 2, 3, 4 and 5. An emphasis will be placed on ensuring that the most vulnerable population groups are identified through generation and analysis of data and evidence. A key component of this Outcome is building the resilience of communities and harnessing the country’s potential demographic dividend.

**Health:** UN support will aim to increase the technical and institutional capacity of national and district level service providers to expand the coverage of quality integrated family planning, reproductive, maternal, child and adolescent health services for all, including in humanitarian settings. UN agencies will work with communities to promote positive social norms and encourage positive healthcare-seeking behaviour. In responding to the gaps identified around HIV, tuberculosis, malaria and hepatitis, service providers will be supported to improve their capacity to deliver comprehensive prevention, care and treatment services for all. Populations of focus include children, adolescents, young people, women, key populations at risk of HIV, and other vulnerable groups.

At the national level, the UN will contribute to enable health systems to more effectively develop, coordinate, finance, implement and monitor key health policies and strategies in line with Universal Health Coverage principles. Our action will also be dedicated to the revision and development of strategic and policy documents, including, but not limited to the Human Resources for Health Strategic Plan, the e-Health Strategic Plan, and updating of the Community Based Health Insurance Strategy and operationalization of the Reproductive, Maternal, Neonatal, Child and Adolescent Health Policy. Our contribution will include the updating of service provision guidelines in line with global requirements for antenatal care, perinatal guidelines and quality of care standards amongst others. Emphasis will be placed on extending the recognition of health facilities in refugee hosting areas as part of the national health system, with the capacity to serve both the refugees and host populations. Additional action will go towards enhancing the national M&E system to include the Health Sector Strategic Plan (HSSP) IV and health-related SDG indicators. A key component will also address the establishment of a comprehensive civil registration and vital statistics system updated to capture cause of death according to International Classification of Diseases (ICD10) guidelines.

**Nutrition and food security:** Social mobilization and communication for behaviour change to improve food preparation, complementary feeding, adolescent and maternal nutrition will be among the main strategies used at the community level to enhance uptake of nutrition interventions and improve food security. This will include information and techniques on diversification and intensification of food production and food intake through training and sensitization and distribution of nutrition-sensitive agricultural inputs (ranging from improved seeds to small livestock). In addition, there will be actions to ensure the provision of food and nutrition assistance to refugees and returnees. One UN Rwanda will continue to provide critical inputs to support service delivery, maintain high coverage and improve programme effectiveness, efficiency and quality of nutrition-specific interventions at community levels. The most vulnerable, including the poorest households, children under five, pregnant and nursing women and girls, people with disabilities and refugees will be reached.

The UN will assist improving of duty bearer capacities for the prevention of chronic malnutrition, identification and management of acute malnutrition, micronutrient deficiencies, prevention of non-communicable diseases, and infant and young child feeding counselling including in refugee settings. The UN will also intervene in the enhancement of the role of Community Health Workers in early identification of malnutrition including growth monitoring.

The UN will expand activities to improve maternal and adolescent nutrition, as well as nutrition programming in urban settings. Technical assistance to design and implement integrated school feeding programmes combining education, nutrition and WASH components will be provided. Technical and financial assistance will also be dedicated to strengthening linkages in delivery of nutrition-specific and nutrition-sensitive interventions in selected districts. Interventions will also help the Government’s coordination body tasked with promoting good nutrition - currently the National Early Child Development Programme under MIGEPROF - to improve national capacities to plan, and monitor and implement multisectoral nutrition programmes and to document best practices and lessons learned.

At the national level, the UN will assist the development of a sustainable system for identification and management of acute malnutrition, including in emergencies. Assistance will be provided to the Ministry of Health to strengthen the nutritional surveillance at district and central levels, using new technology for timely and accurate growth tracking that will enable the provision of timely food and nutrition security information for advocacy and awareness-raising. At least 14 districts will be supported to fully provide screening services.

Recognizing that food security and nutrition are cross-sectoral with livelihood status a key determining factor, ensuring the capacities and commitment of all relevant ministries will be key to maintain the ability of households to achieve food security. The UN will contribute to addressing gaps in programme design such as in targeting and coverage, and in scale, quality and delivery of food and nutrition security programmes. This will include building nutrition-sensitive social protection projects and systems that will enable vulnerable communities to respond and recover from shocks and build their resilience. The UN will leverage its expertise in vulnerability analysis, early warning, emergency preparedness and asset creation to assist Government to fully manage and operationalise evidence-informed processes and programmes.

Through targeted activities at the system and individual levels, the UN will shift its focus from direct assistance to capacity building, supporting national efforts to improve the nutrition situation of the entire Rwandan population with a focus on the 1.7 million children under five, 650,000 adolescent girls, and 2.4 million women of reproductive age. The UN agencies support will be broad, building on their relative and collective strengths in data driven solutions, innovative technology, integration of local smallholder farmers into the value chain, supply chain management, nutrition education, programme monitoring and evaluation, and food security and nutrition vulnerability analysis to proactively support the policies and priorities of the Government to reduce chronic malnutrition such as improving the design, implementation and monitoring of the national fortified blended food programme “shisha kibondo/mubyeyi” designed to increase access to critical nutrients among pregnant and lactating women and girls and children under two.

**Education for all:** Education service providers will be reinforced by the UN to increase technical capacity to deliver and increase the uptake of high quality and inclusive early childhood development, pre-primary, primary and secondary education for all children. Emphasis will be placed on ensuring that at least 35,000 children aged 0-6 years in target districts participate in organised ECD and pre-primary education programmes. At the primary school and secondary levels, in addition to various capacity development initiatives (including on inclusive education and information and communication technology in education), teachers will be capacitated to improve their pedagogical skills through the implementation of a teacher development framework. Initiatives will also continue to increase access to primary education and learning outcomes for vulnerable groups such as refugees and children with disabilities. Further, assistance will be provided to a national home grown school feeding initiative with the provision of nutritious meals to students, aiming to increase attention span leading to better learning outcomes. Extending education access for refugee communities will be pursued, by advocating for the integration of schools in the national education system.

**Water, sanitation and hygiene:** Through provision of high quality advice and funding, the UN will contribute to enhancing technical and institutional capacity to plan, implement and monitor the delivery of inclusive water, sanitation and hygiene services for all, including in humanitarian settings. Actions will include strengthening WASH in institutions such as schools and health facilities. A focus will be on handwashing with soap and menstrual hygiene management; which not only will aim to fulfil the human right to water and sanitation but also make significant contributions to improve nutrition, health, education, ECD, and women and girls’ empowerment. The UN will continue to assist in building the national capacities to plan, manage and monitor a system-approach to ensure sustainable WASH for all, including modelling at district level to generate evidence of effective approaches which can be scaled up.

 In addition, our interventions will also be towards capacity-building for WASH stakeholders in assessment, prevention, mitigation and management of health risks associated with water, sanitation and hygiene. Specific support will be provided to national and district level administration in responding to humanitarian needs of refugees.

**Outcome 4: By 2023, people in Rwanda, particularly the most vulnerable, have increased resilience to both natural and man-made shocks and enjoy a life free from all forms of violence and discrimination.**

Through three Outputs, the UN will contribute to the achievement of this Outcome, with a focus on the most marginalized populations in the spirit of the SDG principle of “leave no one behind.” The emphasis will be on strengthening the social protection system: ensuring the expanded, targeted and inclusive coverage of social safety nets, violence prevention and response, in particular for the poorest and most vulnerable households, women-headed households, food insecure people and persons with disabilities

**Social protection:** Working together and in cooperation with other development partners, the UN system in Rwanda will reinforce the national social protection system to effectively deliver shock-responsive, child-, gender- and nutrition-sensitive safety nets for vulnerable families in target areas and ensure socio-economic inclusion and shelter for vulnerable groups. The UN will continue to support national efforts on social protection, particularly the expansion of interventions that increase the number of households covered by social protection measures that integrate nutrition, child, and gender-sensitive measures. One UN will support the Government to leverage existing social protection programmes to reduce the risk of disaster, thereby contributing to increased household and community resilience. Specifically, the UN will promote the expansion of the scope of the public works component of VUP by focusing on assets that build resilience of local communities to climate-related shocks. Further, the UN will provide technical assistance to the Government to expand existing social protection programmes and systems to assist populations affected by shocks. This will include support in terms of emergency preparedness and design and coordination of the relief response after the occurrence of shocks.

Critical elements of the UN’s action will include improving the social protection monitoring and evaluation systems, and the targeting of integrated core social protection, nutrition-sensitive measures and access to social care services with integrated case management and community mobilization. Enhancing the evidence base on child poverty and social protection, including analysis on benefits, financing and budgeting of the sector and updating of child poverty measurements will also be in our interventions*.*

The UN’s cooperation will focus on: the poorest households with children, particularly those aged under five; women-headed households in the Ubudehe 1 category (those in abject poverty); households affected by natural disasters and; refugees. It will include financial means to provide health insurance for victims of trafficking, refugees and returnees.

Towards expanding coverage, the UN will provide technical and financial assistance to scale up child and gender- sensitive social protection options in urban and rural areas. Building the capacity to increase year-round access to food by extremely vulnerable and poor households will contribute to ensuring that their food and nutrition needs are met. Further, the UN will promote policy harmonization to reinforce integration and improve the delivery of social protection and basic social and nutrition services. This will reduce risks of child deprivation and develop the human capital of the most vulnerable children. The efforts will include policy advocacy for inclusion of refugee populations into national social protection structures.

**Violence prevention and response:** The UN will continue to contribute towards the prevention of violence against women and children, sexual and gender-based violence, as well as child abuse, exploitation and neglect. In partnership with a broad-range of government institutions and civil society organisations, the UN agencies will work with service providers and communities to increase their capacities and knowledge to prevent and respond to these rights violations through a systems-strengthening approach. Specific targets in this area for the UN include the reintegration of children without adequate parental care into family-based care rather than institutional care arrangements as well as socio-economic rehabilitation and reintegration and access to justice for victims of sexual and gender-based violence. Child protection initiatives in the form of increased awareness of the importance of birth registration in targeted districts will also take place. At the community level, behaviour change, legal and women’s rights literacy, the identification and promotion of positive social norms on sexual and gender-based violence prevention and response, and anti-trafficking, will be focussed on. In addition, health service providers, the police and judiciary capacities to provide required medical, legal and psychosocial support to victims will be strengthened. Well-targeted interventions will be implemented for people living with specific vulnerabilities like physical disabilities, chronic diseases such as HIV and AIDS that might be perpetuating their vulnerability to sexual and gender-based violence, either directly or indirectly.

**Disaster response:** In further supporting the Government on disaster preparedness and response to man-made shocks and health emergencies, the UN will work with national and sub-national institutions and communities to enhance resilience capacities and increased technical and institutional capacities. Our focus will be on development of: annual updated contingency plans for potential refugee influx and returnee movement; a national action plan for reinforcing core capacities in line with International Health Regulations; a Health Disaster Risk Management plan aligned with the Sendai Framework for Disaster Risk Reduction 2015–2030. Over the 2018-2023 UNDAP II period, the One UN will continue fulfilling its responsibilities of providing life-saving assistance to refugees within Rwanda and expects to assist some additional tens of thousands of Rwandans to voluntarily repatriate based on the expectation that organized voluntary repatriation (cessation clause) will end by mid-2018.

**Refugee response:** The UN will direct significant resources to meet the food and nutritional needs of refugee and returnee populations and for the implementation and expansion of income-generation activities. These interventions will address the immediate food and nutritional needs of refugees and promote greater self-reliance. Resources will also be utilised on emergency humanitarian assistance to ensure unhindered access to protection for refugees. This will include addressing refugees with special needs, such as those with disabilities or serious medical conditions, legal and physical protection needs, or children who are unaccompanied. The UN will provide resources to ensure the availability of life-saving basic assistance. Accordingly, refugees in Rwanda will have access to shelter, water and sanitation facilities, education, health, general food rations and a nutritional safety-net for vulnerable groups. To address persistent concerns about food insecurity, inadequate dietary diversity and financial inclusion, cash transfers will be expanded in food assistance. These are all key to ensure that refugees can live dignified lives. Besides the comprehensive provision of commodities and expanded coverage of services, the UN will provide resources to improve infrastructure in accordance with Rwandan standards and promote more integrated approaches and inclusive planning.

**3.3 Strategic Result Area 3: Transformational Governance**

This Strategic Result Area is fully aligned to the NST1, which seeks to consolidate good governance and justice as building blocks for equitable and sustainable national development. In contributing to this vision through two Outcomes, the UN will leverage its comparative advantage towards ensuring that by 2023, more people in Rwanda live safe and dignified lives in a country governed by rule of law, gender-responsive accountable governance and with inclusive participation. Interventions in this area respond to SDGs 1,5,8,9,10,11,12,15,16, and 17.

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| **Strategic Result Area 3:****Transformational Governance** | **NST Pillar: Transformational Governance** | **SDGs** |
| ***Outcome 5:*** By 2023, people in Rwanda benefit from enhanced gender equality, justice, human rights, peace and security.***Outcome 6:*** By 2023, people in Rwanda participate more actively in democratic and development processes and benefit from transparent and accountable public and private sector institutions that develop evidence-based policies and deliver quality services. | **Priority area 2:** Ensure safety and security of citizens and property.**Priority area 4:** Strengthen justice, law and order.**Priority area 5:** Strengthen capacity, service delivery and accountability of public institutions.**Priority area 6:** Increase citizens’ participation and engagement in development. | 1,5,8,9,10,1112,15,16,17 |
| **Contributing UN agencies:**  | IOM, UNCTAD, UNDP, UNESCO, UNFPA, UNHCR, UNICEF, UN Women, WHO |
| **Implementing partners:** |  MINECOFIN, MINEDUC, MINIJUST, MINIYOUTH, NGM, NISR, NURC, RBC, RGB, RNP, CRC |
| **Budget:** | **US$56,861,074** |

**Outcome 5: By 2023, people in Rwanda benefit from enhanced gender equality, justice, human rights, peace and security.**

The One UN Rwanda will contribute to the achievement of the Outcome through three inter-linked Outputs, with a broad range of strategies and implementing partners. The key focus of UN cooperation will be on the following.

**Gender equality and women’s empowerment:** In support of the commendable progress made gender equality and towards closing the remaining gaps, the UN will provide technical assistance to the national gender machinery, state and non-state institutions and the media to advance gender equality, women's economic empowerment, political participation and decision-making at national and local levels and in the private sector. Specifically, One UN Rwanda will reinforce its support to national partners for the implementation of relevant laws and policies and the development of a consolidated gender budget-tracking tool for use by state institutions as a way to demonstrate accountability, with improved staff capacities to undertake gender budget planning and execution tracking and reporting. Social norms and cultural change will be fostered to promote gender equality and women’s empowerment through awareness raising and enhanced engagement of men, media, CSOs and faith based organisations. In addition, women and girls will be reached out through a mentorship programme in leadership, entrepreneurship and affirmative procurement. Finally, the One UN Rwanda will strengthen its internal coordination on gender and support the national gender machinery in the same.

**Access to justice:** The UN will provide technical and financial support to targeted public institutions and civil society organizations to enhance their capacities to increase coverage of quality justice for all, whilst upholding the application of human rights commitments. A specific focus will be placed on vulnerable groups including women, children, refugees and migrants. Staff in justice institutions (disaggregated by institution - police, prosecutors, correction services, Bar Association, military courts and judiciary) will be supported to build technical skills to effectively use the upgraded Integrated Electronic Case Management System. Juvenile justice actors and institutions at all levels will be capacitated to further strengthen their skills and knowledge to effectively handle cases that pertain to minors, including children under three detained with their mothers. Eligible asylum seekers have access to a fully functional individual Refugee Status Determination procedure in respect of national law fully functional. Under this result area, the UN will continue to provide assistance to the implementation of 2015 Universal Periodic Review recommendations and subsequent reviews including the one in 2019.

**Social cohesion peace safety and security:** Through UN cooperation and assistance, national, sub-national institutions and civil society organizations will be better equipped to develop and implement mechanisms that promote social cohesion, a culture of peace, freedom of expression, safety and security, including effective counter-trafficking policies and programmes. Rwanda is a pilot country for SDG 16:” Promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels.” Support will be provided to ensure that the regulatory and policy framework for alternative measures to imprisonment are in place. Evidence-based products on unity and reconciliation will be produced and disseminated. Anti-trafficking in persons, policies, laws, tools or international agreements and the capacity for identification, treatment and referral of victims of trafficking will be enhanced. The UN will also contribute to securing cross-border social, economic and commercial activities and to ensuring that border processes are operating according to integrated management procedures.

**Outcome 6: By 2023, people in Rwanda participate more actively in democratic and development processes and benefit from transparent and accountable public and private sector institutions that develop evidence-based policies and deliver quality services**.

The One UN Rwanda will contribute to the achievement of the Outcome through four inter-linked Outputs, with a broad range of strategies and implementing partners. The key focus of UN cooperation will be on the following.

**Data for development:** Considering the data requirements in the SDG period, the UN will work on data for development initiatives withgovernment institutions, other development partners and civil society organizations at the national and subnational levels. Specifically, our assistance will aim at increasing technical and financial capacity to generate, disseminate and use quality disaggregated data aligned to the SDGs to inform policies and programmes in development and humanitarian settings. Our interventions will encompass a number of key national data collection exercises, including the 2022 Census, Integrated Household Living Conditions Survey/EICV; 2019/2020 Rwanda Demographic and Household Survey (RDHS), the 2018 and 2021 Comprehensive Food Security and Vulnerability Analysis and gender statistical reports. Further, One UN will contribute to the reinforcement of sectoral management information and administrative data systems to ensure their functionality. Across the sectors, national development strategies and frameworks will benefit from our action to integrate the Demographic Dividend Study recommendations.

**Democratic participation:** UN agencies will work together withpublic and private institutions, civil society organizations, communities and media and in partnership with other development partners to further develop technical capacity, skills and knowledge to effectively facilitate and enhance participation in democratic (electoral) processes. Specific strategies include equipping community radio stations with technical skills and knowledge to impart accurate messages, and strengthening the technical capacity, skills and knowledge of public and private institutions and communities to increase coverage and access to information for citizens’ active participation in development planning and monitoring of service delivery.

**Accountable governance and service delivery:** The UN will provide assistance to ensure that public and private institutions in all sectors, particularly at the local level, are better able to plan, budget, implement and report on service delivery for increased transparency and accountability. A key emphasis will be on providing technical assistance for the development of the national strategy for local government and its operationalisation. In addition, capacity development efforts will target district-level officials to increase their knowledge on planning and budgeting, including gender responsive budgeting, for child-focused budget briefs and analysis of the child-sensitiveness of national budgets. In addition, the UN will continue to support the Government in ensuring gender equality compliance at national and local levels.

# Risks and Assumptions

The UNDAP II 2018-2023 Results Framework contains risks and assumptions for each of the Outcomes and Outputs of the three Strategic Priority Areas of the Result Matrix.

There are three overall risks and two major assumptions that cut across the achievement of the planned results of the UNDAP II. The first risk relates to the One UN Rwanda being unable to mobilize sufficient resources to meet its commitments. Sudden changes in the regional and global political or economic situation may result in a decline in aid availability. Global changes in aid architecture by key partners may also affect the UNDAP 2018-2023 delivery. Globally changing financing landscape, if not properly anticipated, could negatively impact our prospects of resource mobilization. Unpredicted emergencies and conflicts may divert resources, which could have negative consequences for the UNDAP 2018-2023 implementation. Some mitigating measures will include innovative financing including creating new partnerships with the private sector and philanthropic organizations, enhanced advocacy, and development of innovative approaches to reduce implementation and transaction costs, thereby improving value-for-money and successful implementation of a well-designed partnership and resource mobilization strategy backed by effective communication of results achieved through collective leadership. The outcomes of the ongoing UN reforms will be optimised in order to enhance the potential for raising resources for the One UN Rwanda’s implementation of the UNDAP II. The predictability of some funding and the approach of pooled funds at global may have a positive impact at country level.

A second high-level risk which would impact on the UNDAP II implementation is an increase in the protracted refugee crisis in the Kivu Region. Not only could this reduce availability of funding but distract technical and management commitment and resources away from the planned UNDAP results. Potential mitigating strategies include effective implementation of emergency preparedness plan in collaboration with MIDIMAR to mitigate potential humanitarian situations.

Overall instability in the region might have a negative in regional integration and in Rwanda’s development trajectory. The current approach to peace by the African Union and through the Great Lakes Strategic Framework, the effort at continental level through the African Continental Free Trade Area (AfCFTA) signed in March 2018 in Kigali by 44 African countries and at regional level through the East African Community Vision 2050, will contribute to mitigating the risk factor.

It is assumed that the global financial landscape and major donor community remain committed to support planned results in the UNDAP II, and that the Government of Rwanda will remain committed to its Vision 2050 and the NST1 upon which the priority areas were built. Finally, it is assumed that there will be a progressive return to normalcy in areas of sub-regional conflicts, especially the Demographic Republic of the Congo and Burundi, although no major repatriation of refugees to these two countries from Rwanda is expected in the short term.

Overall, there is an assumption that regional integration will be improved enhancing the opportunities for the economic and social transformation in Rwanda. The signing of the AfCFTA and the implementation of the EAC Vision 2050 are positive trends.

1. **Initiatives Outside the Results Framework**

The UNDAP II 2018-2023 captures almost all the planned interventions and programmes of the UN system in Rwanda for the five coming years. This includes the 11 resident and 11 non-resident agencies forming the One UN team participating in implementing the UNDAP II.

The few initiatives outside the Result Matrix relate to interventions and programmes of the International Fund for Agricultural Development (IFAD), the International Atomic Energy Agency (IAEA) and the International Telecommunication Union (ITU). During the implementation phase, the One UN Rwanda team will explore collaborative arrangement with these agencies, where feasible.

1. **Financing**

# 6.1 Common Budgetary Framework

Over the five-year period, initiatives articulated in the UNDAP II to achieve the planned results require a total of US$655,841,127, of which US$242,966,590 is projected to be available on commencement of implementation in July 2018. The gap of US$412,874,537 is the difference between resources already secured and available and the resources required to implement the UNDAP II.

The UNDAP II budget contains amounts that will address both humanitarian and development programming. These are funds available from all sources and include core/regular budget funds, as well as donor contributions received in-country, funds allocated from agency headquarters or from regional level, and funds received through global funding mechanisms or multi-donor trust funds. Funds will be mobilized through various initiatives including a consolidated UNDAP II Resource Mobilization Strategy.

The total humanitarian budget for the five-year period is US$221,817,684. This amount will be mobilized during the UNDAP period. These figures are reflective of the targeted support to refugees, host communities as well as Rwandan returnees.

***Table 1: UNDAP 2018-2023 Common Budgetary Framework***

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| --- | --- | --- | --- | --- |
| **Total UNDAP Budget (Humanitarian & Development)** | **UNDAP II****Strategic Result Area** | **Planned Budget (US$)** | **Projected available (US$)** | **To be mobilized (US$)** |
| Economic Transformation | 137,074,919 | 80,000,619 | 57,074,300 |
| Social Transformation | 461,905,134 | 143,914,044 | 317,991,090 |
| Transformational Governance  | 56,861,074 | 19,051,927 | 37,809,147 |
| **Total** | **655,841,127** | **242,966,590** | **412,874,537** |

|  |  |  |  |  |
| --- | --- | --- | --- | --- |
| **Total UNDAP Budget (Development)** | **UNDAP II****Strategic Result Area** | **Planned Budget (US$)** | **Projected available (US$)** | **To be mobilized (US$)** |
| Economic Transformation | 126,248,971 | 80,000619  | 46,248,352 |
| Social Transformation | 263,871,289 | 143,914,044 | 119,957,245 |
| Transformational Governance  | 43,903,183 | 19,051,927  | 24,851,256 |
| **Total** | **434,023,443** | **242,966,590** | **191,056,853** |

|  |  |  |  |  |
| --- | --- | --- | --- | --- |
| **Total UNDAP Budget (Humanitarian)** | **UNDAP II****Strategic Result Area** | **Planned Budget (US$)** | **Projected available (US$)** | **To be mobilized (US$)** |
| Economic Transformation | 10,825,948 |   | 10,825,948 |
| Social Transformation | 198,033,845 |  | 198,033,845 |
| Transformational Governance  | 12,957,891  |   | 12,957,891 |
| **Total** | **221,817,684** |  | **221,817,684** |

The UNDAP 2018-203 Common Budgetary Framework has an indicative budget. Agencies budgets will be reviewed and elaborated further in the One UN Joint Work Plans. Agencies specific interventions and their budgets should be reflected and aligned to the UNDAP 2018-2023 Results Framework.

**6.2 Financing Strategy Framework**

The Addis Ababa Action Agenda highlights the need for nationally owned development strategies supported by integrated financing frameworks. The key objective of the UNDAP II should therefore be to catalyse finance for the implementation of the Nation Strategy for Transformation NST1 and the SDGs. This section provides a framework that will guide the financing model for the UNDAP 2018-2023 drawing from lessons learned from the previous UNDAP 2013-2018 and taking into consideration the changes in financing landscape and the new opportunities. For all the actors, innovations will form the basis for the UN interactions through increased efficiency on existing financial mechanisms and at the same time looking at new instruments and new actors to be brought into conversation. A full UNDAP II Financing Strategy will be developed separately.

**6.2.1 Financing landscape**

While public sources of development finance (ODA and emerging partner flows) still play a crucial role, private sources of development finance (foreign private investment, remittances, foundation/INGOs) are increasingly important in financing the country’s development. The Direct Budget Support is more and more used; which is a good sign of improving financial management systems.

Given the changing landscape, UN needs to develop its internal capacities in supporting the analysis of the trends and the design of development finance strategy as explained below.

Whilst the 2016 Quadrennial Comprehensive Policy Review and the UN Secretary-General’s reforms advocate for pooled and predictable funding for the UN system, recent experience continues to show donor preference for earmarking and vertical funding. However, the approved resolution on UN reforms put emphasis on the necessity to have 30% of pooled funds.

In Rwanda, the Government of Sweden and the Netherlands have been very active in support of the One UN Fund over the last two UNDAP cycles in accordance to their global position. Many donors have established partnerships with specific UN agencies grounded on relationships that have been built over years, at headquarters and country level and on themes of funding. The UNDAP evaluation and UN Country Team internal reflections recommended the need for the UN in Rwanda to develop clear priorities, be more transparent with clear and timely reporting, and develop better communication of development results showing impact and accountability.

**6.2.2 Financing the UNDAP II - Strategic Direction**

A fundamental approach of the UNDAP II financing strategy is to strengthen relations with the UN’s existing donors combined with creation of new partnerships for resource mobilization. This will require a more nuanced understanding of the interests and needs of all the partners. To achieve this, a number of initiatives will be pursued, which include:

1. **Continuous update of donor intelligence, mapping and profiling:** The One UN team will work together to map areas of donor interest, track shifts in focus, identify new opportunities within existing partnership arrangements and develop a database with robust profiles of existing partners.
2. **Strengthening and building relations with existing partners:** In addition to enhancing the partnerships with our usual donors at country level including Sweden, The Netherlands, Switzerland, the UN will enhance relations with donors either not present in the country or new bilateral donors: such as India, China, Norway, United Arab Emirates, Ireland, and donors who have not yet been fully engaged in strategic partnerships with the UN system in Rwanda; multilaterals who have not actively engaged in programme delivery with the One UN, including the World Bank, Africa Development Bank, and the European Union; private sector partners and philanthropies willing to partner with the UN to pursue human development initiatives of mutual interest. This may include entities in the trade, manufacturing, social, financial and commercial sectors. This will also be grounded on global initiatives and vertical funds.
3. **Marketing, visibility and publicity of the UN Rwanda achievements:** The Delivering as One initiative and the UN reform process have seen tremendous progress in Rwanda. Many achievements have been recorded programmatically and operationally that if well documented and packaged can provide unique selling points for partnership and resource mobilization. Examples include efficiency gains through business practice harmonization; the results of the first UNDAP; improved collaboration in planning and programming; and improved transparency and accountability. A stronger public relations mechanism will be developed through the UN communications team to collate, document and package achievements of the Delivering as One/One UN approach in Rwanda and provide enough visibility to our donors and our operations as a basis for partnership, resource mobilization and advocacy.
4. **Engagement with the private sector and philanthropic organizations:** The private sector and philanthropic organizations are increasingly playing a more important role in the pursuit of developmental goals. UN agencies are already working with the private sector partners, but this requires significant strengthening to yield the right results. There is need to create a system-wide UN Private Sector Platform Network which will provide a framework for sharing information, experiences and learning, developing operational guidelines for working with the private sector, and making the case for strategic private sector engagement in the work of the United Nations, while at the same time ensuring the required due diligence.
5. **Regional Programmes:** Regional programmes offer opportunities for a country like Rwanda, to team up with other countries and offer the possibility of developing solutions to common or trans-boundary problems. An example is the Great Lakes Regional Strategic Framework Initiative including joint cross border Community Stabilization and Peace consolidation programmes with UN Burundi, Tanzania, Uganda and DRC that could be pursued in a coordinated manner. With trans-boundary problems, inadequate actions by one country will have spill over effects thereby negating the efforts of other countries. This is the case with the humanitarian agenda and some border development programmes, including trade and watercourses. The formulation of such projects has the potential to attract traditional donor funding as well as from foundations and the private sector. The One UN team in Rwanda will seek to become more strongly engaged and benefit from these opportunities by: developing an understanding of the regional priorities and programmes of regional and sub-regional bodies and the opportunities and the potential for the inclusion of Rwanda with the support from UN agency regional offices.
6. **Innovative Finance:** Rwanda’s push for middle-income status, its move from funding to financing, and the desire to sustain the gains under the MDGs, along with its call on the UN to support its financing strategy through providing expertise present new opportunities. Under the UNDAP II, innovative approaches will be explored to support the Government to analyse the context, design new financing schemes, products or funds, enhance the fiscal space, mobilize remittances, and support more financial inclusion, including through digital finance to mobilize more savings. Venture capital, thematic resources, diaspora bonds, and vertical funds such as for the environment and climate change (offer windows of opportunity for the UN to generate and catalyse funding.
7. **Government cost-sharing:** The UN in Rwanda will support the Government to undertake analyses of the NST 1 implementation including the human and financial resources and capacities required to ensure its full operationalisation and management. This will also generate an understanding of areas of UN possible support as well as cost-sharing possibilities to accelerate implementation.

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# Implementation Arrangements

The coordination and implementation modalities for the UNDAP II have been rationalised with a more streamlined architecture, to align further with the Paris Declaration, Accra and Busan Aid Effectiveness agenda based on the lessons and recommendations from the UNDAP I final evaluation and informed by ongoing discussions on UN reform and the mechanisms for development partners coordination in Rwanda.

The key UN Development Group-approved functions under the Standard Operating Procedures are retained, and strategically organized to enhance accountability, reduce transaction costs, and improve coherence and synergies in planning, programming, implementation, and reporting of the UNDAP II. Revised resource mobilization, partnership and coordination arrangements are set to optimize available UN Country Team competencies and resources. This flexible coordination mechanism, aligned to national coordination structures as well as the resolution on New Generation of UN Country Teams and UNDAF does not preclude the existence of agency-specific coordination mechanisms, but complements them for effective operations.

**7.1 UN Position in Rwanda Aid Coordination Mechanism**

The UNDAP II Architecture will enhance and streamline the One UN Rwanda contribution to the NST 1 and its related structures.

**Rwanda Aid Coordination**

The aid coordination and management mechanism in Rwanda which sets the framework of cooperation between development partners and the Government are currently under review within the framework of formulation of the Vision 2050. The Development Partners Meeting was established after 1994, and as part of the Rwanda Vision 2020 provides a good basis for establishing harmonised donor-government arrangements for aid coordination and M&E systems to reduce reporting requirements. Through various coordinating mechanisms or bilateral discussions, the Government and the Development Partners also establish a culture of dialogue on the national development strategic plans that set key priorities for the country’s development and provide the framework for partnership, implementation and monitoring progress achieved.

Within this system, the Development Partners Coordination Group - comprising representatives of the Development Partners, the Government, the CSOs and NGOs - will hold quarterly meetings co-chaired by the Permanent Secretary of the Ministry of Finance and Economic Planning and the UN Resident Coordinator and a donor representative designated on a rotational basis. All accredited UN agencies participate in this meeting. Additionally, there is annual retreat chaired by the Minister of Finance and Economic Planning with the UN Resident Coordinator and a donor representative, on a rotational basis, as co-chairs. The Development Partners will continue to hold monthly meetings co-chaired by the UN Resident coordinator and a Development Partner designated on an annual rotational basis to discuss issues of common interest. This is open to all UN agencies participation. An important component of the Development Partners Engagement is the Government-led streamlining of aid delivery (a division of labour) aimed to ensure a set of common benefits for the Government and development partners.

**Sector Working Groups**

These are technical working forums through which the Government and stakeholders meet to discuss sector and cross-sector planning and prioritization according to strategic plans and development programmes. Sector Working Groups will continue to be co-chaired by the Permanent Secretary of the relevant line ministry and a representative from the lead donor agency. As part of the UNDAP II coordination, the Results Groups will organize and liaise with the Sector Working Groups with agreed common UN positions for representation, strategic policy dialogue and reporting.

The UN Resident Coordinator will represent the UN in political dialogue at the level of the Head of State the Speaker or the Prime Minister, as well as in high level forums for policy dialogue, such as the Development Partners Coordination Group, Budget Support Harmonization Group, and the Development Partners Meeting. The Resident Coordinator will be accompanied, as necessary, by heads of agencies whose mandates are included in the agenda. Heads of agencies will be responsible for representing the UN in policy dialogues at the ministerial level on issues within their mandates. The respective UNDAP II Results Group Chairs will coordinate the UN common position on policy and programming principles in relation to Government Sector Working Groups, donors, private sector, and civil society bodies ensuring that the UN speaks with one voice.

**7.2. UNDAP II Management and Coordination Mechanisms**

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**One UN Steering Committee**

The One Steering Committee is responsible for providing strategic guidance and orientation of the UNDAP II and its implementation ensuring alignment to the national priorities. The One UN Steering Committee is chaired by the Minister for Finance and Economic Planning, and co-chaired by the UN Resident Coordinator and will meet twice each year. The High-Level Steering Committee includes development partners, sector Ministers and UN agencies. The Office of the Resident Coordinator in collaboration with the Ministry of Economic Planning and Finance will provide operational support for the functioning of the One UN Steering Committee.

**Joint Task Force on SDGs**

This joint UN/Government technical team will discuss and agree on actions to support the Government’s SDG domestication agenda. The team will report to the One UN Steering Committee and be co-chaired by the Ministry of Finance and Economic Planning and the UN. There will be membership from key government sectors, development partners and civil society organizations.

**The UN Country Team**

The UNCT is responsible for ensuring achievement of results and adherence to the UNDAP II and DaO Process. As chair of the UNCT, the UN Resident Coordinator is the leader and the coordinator of the UNDAP II, and will oversee the planning, implementation, monitoring, evaluation and reporting through the established Results Groups.

In addition to its normal meeting, UNCT will have every quarter a specific meeting dedicated to discussing strategic issues to better position UN in the country, build new partnerships, spearhead innovations in finance and in doing business, or approve position papers on key issues.

**UNDAP II Results Groups**

UNDAP II Results programming, planning, coordination, implementation, monitoring and reporting will be done through three Results Groups. The three Result Groups are leading the three Strategic Priority Areas: Economic Transformation, Social Transformation, and Transformational Governance. Results Groups may establish sub group(s) to facilitate its operations and streamline work, bearing in mind potential additional transaction costs and duplication. The Results Groups will also ensure oversight, accountability and coherence on strategy, policy, programming, communication, advocacy and resource mobilization and reporting. The Social Transformation Results Group is split into two sub-groups to ensure coherence, organization and management of activities. This does not affect the agreed UNDAP results framework: whilst there are 2 sub-groups, there will be a single coherent reporting of results from the Social Transformation Results Group.

The Results Groups will be chaired by a Head of Agency with an alternate. The term period of the chair will be one year, and it is agency-based. If the chair is reassigned to another duty station before the end of the term, the new Head of Agency will continue the term. The alternate chair/agency is expected to work closely with the chair and assumes the role after one year. The chair will appoint a coordinator from his/her agency to facilitate the work of the group. As the chairing is done on rotational basis, after two years, the alternate will become the chair of the Result Group.

Each Results Group will have a member with expertise in M&E, who will ensure that the agreed programming results are aligned to the UNDAP II and identify any misalignment for correction during review periods. Similarly, a designated UN agency communication staff member will support each Results Group to help identify joint advocacy and communication opportunities.

**Operations Management Team (OMT)**

The OMT will remain a key group under the UNDAP II. It will build on its successful achievements, including improving quality through the Business Operations Strategy 2 (BOS2), ensuring integration with the Results Groups, co-location of agencies, and progress towards common back office business functions. The objective of the OMT is to provide leadership in the implementation of a coordinated, efficient and effective UN operations system in Rwanda through the BOS focusing on Information and Communication Technology, Finances, Human Resources, Procurement and HACT.

The OMT consists of operations managers of UN agencies in Rwanda. The OMT will be chaired by a Head of Agency on a two year rotational basis with an alternate, following the same mechanism explained for the Results Groups. The OMT will not be an implementation body, but a strategic group to guide the UN Country Team on efficiency and effectiveness matters. To operationalize the BOS 2, the UNCT will assign lead agencies for each BOS pillar, who will facilitate its implementation. The accountability for reporting under each pillar will rest with the agency.

**Additional facilitation, coherence and accountability mechanisms**

The UN Country Team will be the main body for ensuring the collective leadership and accountability, coherence based on strategic discussions and assessment of common progress and issues. For the revised coordination structure to optimally deliver and reduce costs, the mechanism below will be used as a support to the UN Country Team.

1. Facilitation Task Teams are established as part of the UNDAP II implementation support structure. They will bring technical persons from various agencies to discuss common issues, share knowledge, exchange practices or undertake a specific task on behalf of UNCT. A facilitation task team may be an interagency policy advisory team comprising experts of various agencies to design UNCT position papers or comments on strategic documents to be proposed for UNCT approval. The model also allows for facilitation task teams around partnerships, resource mobilisation, M&E, and communication, amongst others. This flexible setting will assist the UN to be more dynamic in a rapidly changing environment and to better anticipate and adjust in order to remain relevant. It will also help provide any additional support during peak times in the UNDAP implementation. The composition of membership will be informed by the agenda. A facilitation team will also support the One House endeavour with the support from the Technical Team on Common Premises.
2. The Results Group chairs, including the alternate chair, Operations Management Team representatives and communication focal points will meet at least twice each year to discuss progress and address common issues on programming, policy, resource mobilisation, partnerships communication, and operations. This meeting will be considered as a UNCT meeting. Those meetings will also help prepare reviews and the One UN Steering Committee Meetings.

**Joint Work Plans**

The UNDAP II will be implemented through Joint Work Plans for each of the three Strategic Priority Areas, as well as a limited number of Joint Programmes drawn from UNDAP II Outcomes and areas of work/synergies between two or more agencies. This will ensure coherence of agency priorities with the UNDAP II in line with UN reform, which are agreed upon from the commencement of implementation. The Joint Work Plans will inform joint advocacy, communication, partnerships and resource mobilisation, as we all ensure improved accountability of the UN Country Team and agencies commitment towards the UNDAP II implementation.

Each Joint Work Plan will be comprehensive and derived from individual agencies work plans, looking to define synergies and complementarity to better harmonise key actions for implementation. The Joint Work Plans will be a rolling instrument and developed for a two-year period aligned to the July to June Government planning cycle, with 100 per cent funding secured for first year and an indicative budget for the second. The Joint Work Plan will be signed between the Resident Coordinator and the respective agencies and communicated to the Government allowing for easier adjustments during bi-annual reviews. Agencies will continue to sign bilateral work plans with their counterparts and share copies of the agreements with the Office of the Resident Coordinator. The Joint Work Plans will be reported via the UNINFO hosted by the Office of the Resident Coordinator and will form the basis for the UNDAP annual reporting.

**Independent audits**

As required independent audits will be commissioned by the UN system and undertaken by private audit services in line with the UN guidelines and standards for auditing. Government implementing partners will cooperate with the UN agencies in monitoring and reporting on all activities supported by the direct implementation modality and cash transfers. They will facilitate access to relevant financial records and personnel responsible for cash administration. The Harmonized approach to cash transfer (HACT) will be used by relevant agencies.

**One Fund and Administrative Arrangements**

The UNDAP is funded mainly by a combination of allocated core and non-core resources of participating agencies. To complement the agencies’ funding of the UNDAP II implementation through allocated core and mobilized non-core resources, the One UN Fund mechanism will continue to support joint resource mobilisation for Rwanda, with some modifications. The revised One UN Fund will have six windows mirroring the UNDAP Strategic Priority Areas and Outcomes. The One Fund management will be centralized in the Multi-Partner Trust Fund Office.

**Gender Strategy**

A gender strategy will be developed to inform the One UN work on gender, both as a cross-cutting issue and as programmes linked to the third pillar on transformational governance. This document and its implementation will be approved by UNCT.

# Monitoring and Evaluation

The United Nations in Rwanda is committed to strengthening management for results and measurement of the impact of supported programmes. Results-based management will be used in planning, monitoring and evaluation of the UNDAP II 2018-2023 to ensure a strong focus on achieving development and humanitarian results, based on robust evidence, and an understanding that the UN will contribute to the National Strategy for Transformation (NST1) results and UNDAP Outcomes and be held accountable for the achievement of the Output level results.

A Results Framework (Annex 1) has been developed for the UNDAP II, clearly defining the results, baselines targets, indicators and means of verification, as well as risks and asssumptions. The development of Joint Work Plans and the their monitoring will be fully guided by the results framework.

The progress towards achieving the results will be continuously monitored based on the indicators and targets of the UNDAPII results matrix. Joint research, surveys, studies and reviews will also be conducted to enhance monitoring, evaluation and reporting. In addition, the UN will support national efforts in these areas and utilise their data for evidence-based decision making.

There will be specific emphasis paid to measurement of results of the UN’s contribution in the areas of policy research, technical advice and advocacy in respective thematic areas. Varying monitoring and evaluation approaches will be used to assess the results in these areas including quantitative and qualitative studies, partner survey, in depth analysis on respective areas. In view of the UN’s normative role in promoting human rights, there will be an emphasis on measuring the changes for these respective groups, in collaboration with key national partners. National monitoring and evaluation systems will be utilised to the fullest extent possible. Joint research, surveys, studies and reviews will also be conducted to enhance monitoring, evaluation and reporting. Where possible, the UN will support national efforts in these areas and utilise their data for evidence-based decision-making.

**The UNDAP Results Framework:** To enable joint, coordinated and coherent monitoring of progress towards results, the UNDAP indicators and targets as outlined in the UNDAP Results Framework will be the foundation for monitoring, reporting and evaluating results. The targets will be annualised as possible in the Joint Work Plans. The UNDAP Results Framework will be regularly updated and shared with all stakeholders. Substantive changes to the Results Framework, including the key indicators identified will be tracked throughout the UNDAPII cycle. The targets will be annually reviewed and adjusted in collaboration with the Results Groups.

**UNINFO (UN information system):** The UNINFO is a global online reporting system hosted in UN DOCO but accessible for reporting on UNDAP and BOS and will be the core reporting system for the UNDAP II in Rwanda. The system provides data and overview of who does what, where, with what kind of resource; and produces a basis for the One UN Country Results Report among other reports that can be used for programme management and accountability.This online planning, monitoring and reporting tool for UN programmes and operations digitizes the UNDAP and Joint Work Plans as well as Business Operations Strategy and increases transparency by providing an overview of UN’s contribution in Rwanda. It will be the key tool for the UN to share progress on its support with the Government, other partners and the general public. It allows the UN System to review and report systematically and collectively, forecasting disbursements against available resources and identifies operational support requirements.

**Joint Work Plan mid-year review:** The Joint Work Plans will be internally reviewed by the respective Results Groups, with progress captured in the UNINFO.

**UNDAP Annual Review:** The UNDAP II will be formally reviewed annually by the UN, Government of Rwanda, donors,civil ociety prganizations and the private sector and other key partners. The Annual Reviews will assess the progress and contribution towards the achievement of the UNDAP results. Each Result Group will report progress on the UNDAP results annual targets based on the Joint Work Plans, ensuring that targets are relevant and updated. The UNDAP Annual Review will report on progress towards the outputs, financial expenditure, major achievements and constraints. It will take stock of lessons and good practices, highlight key results achieved and challenges. The Reviews will provide the opportunity to assess and make recommendations related to the planning assumptions, risks and emerging opportunities; continued relevance of the UNDAP results to national priorities; and any recommendation to the subsequent Joint Work Plans, including the related strategies, partnerships and resource allocations. The feedback from the UNDAP annual review will inform the annual report on progress on the result areas based on the targets as well as the progress on the cross cutting issues. The feedback will also inform the annual planning processes and commitments for the preceding year, including any strategic and operational adjustments required for the UNDAP.

 **One UN Rwanda Annual Report:** This report will be produced annually based on reporting from the Results Groups. The report will contain an analysis of strategic issues, changes in strategic priorities, lessons learnt and corrective measures; systematic reporting of progress towards UNDAP results- outcomes and outputs; and key achievements using the progress indicators.

**UNDAP Evaluations:** Evaluations will be conducted based on the periodicity as agreed upon with the Government of Rwanda and the UN. They will be conducted by external parties to the UN system. Select thematic outcome and project evaluations will be conducted in identified results areas and their recommendations will inform the UNDAP End of Programme Evaluation. The UNDAP End of Programme Evaluation will be conducted in the penultimate implementation year. The recommendations will inform the next preceding programming period. Decentralised programme and project level evaluations will also inform the UNDAP evaluation. Salient pillars of the programme evaluations will be measurement of the provision of policy advice, advocacy in identified thematic areas and their contribution to the UNDAP results. All evaluations will be based on the core UN Evaluation Group criteria of relevance, efficiency, sustainability, and effectiveness of the Delivering as One contribution to the UNDAP.

**Mid-Term Review:** A formative UNDAP mid-term review will be conducted to allow for any programme adjustment based on the recommendations. The Mid-Term Review will include assessment of the UN contributions to the National Strategy for Transformation and the progres towards the achievement of the SDGs.

There will be specific emphasis paid to measurement of results of the UN’s contribution in the areas of policy research, technical advice and advocacy in respective thematic areas. Varying monitoring and evaluation approaches will be used to assess the results in these areas including quantitative and qualitative studies, partner survey, in depth analysis on respective areas. In view of the UN’s normative role in promoting human rights, there will be an emphasis on measuring the changes for these respective groups, in collaboration with key national partners. National monitoring and evaluation systems will be utilised to the fullest extent possible. Joint research, surveys, studies and reviews will also be conducted to enhance monitoring, evaluation and reporting. Where possible, the UN will support national efforts in these areas and utilise their data for evidence-based decision-making.

1. **Communication of Results**

Communicating as One is a key component of the Delivering as One Agenda in Rwanda. Since 2008, the One UN brand has been well known in Rwanda, providing a solid foundation for heightened visibility of the contribution of the UN to Rwanda’s development. However, a Perception Survey conducted in 2015 indicated that 35 per cent of the public lacked understanding of the relevance of the work of the One UN. The same survey indicated that individual UN agencies were more visible to the public.

Based on this, under the UNDAP II a greater emphasis will be given to UN system-wide advocacy, communication and partnerships. The communication approach will be based on the UNDAP Strategic Priority Areas and Outcomes, to better enable opportunities for joint advocacy, communication, partnership and resource mobilization. The joint UN communication capacities based in the Office of the Resident Coordinator will be strengthened. Every Results Group and Joint Programme will have a coordinated communication action plan, a joint communication looking at cross-cutting issues and common advocacy will also be implemented. The communication focal persons from each Results Group will meet at least twice each year, as part of the Results Groups bi-annual meeting to review progress and address emerging issues jointly. When necessary, existing One UN communication resources will be mobilised under the Facilitation Team to work on specific assignments.

In support of the UNDAP II, the One UN communication will be guided by the Agenda 2030 and the Secretary-General’s reforms. This calls for the UN to be more responsive to the larger public through joint advocacy, communications and creation of strategic partnerships and alliances with actors in the private sector, philanthropic organizations, civil society and government to ensure that the United Nations continues to maximize on comparative advantages to remain the development partner of choice. This will also help with fostering ownership of the SDGs, with “leave no one behind” as the core principle.

A set of core strategies will be adopted by One UN Rwanda to strengthen outreach and communication around the UNDAP II.

**Joint advocacy on common issues:** Based on the SDGs, NST 1, and the UNDAP priorities, the UN Country Team will strengthen partnerships with the Government and like-minded stakeholders to undertake sustained joint outreach and advocacy campaigns on agreed thematic areas focusing on policy, social and behavioural change. This will be supported by a wide range of communication materials and resources.

**Joint communication of results:** As the results of the Joint Work Plans become evident, the UN Country Team will translate results into multiple formats of easy-to-access communication materials targeting decision-makers, partners and the public. In addition, the significant achievement of UNDAPII will also be highlighted through similar media and initiatives, to be used by the UN system and by individual agencies.

**One UN Rwanda website**: The One UN Rwanda website will continue to serve as the one-stop centre for all news and information on the activities of all UN agencies operational in the country. The Office of the Resident Coordinator will maintain and update the One UN Rwanda website on a regular basis, by sourcing for content such as news stories, stories from the field, photos and videos to post on the website.

**Joint field visits:** The UN Country Team will organize regular joint visits to the field of UN agencies, Government, the parliament, development partners, CSOs, the media and other stakeholders, to monitor progress and interact with beneficiaries on the impact of the UN-supported development and humanitarian programming.

**Enhanced partnerships with the media:** Astrong and responsive two-way partnership between the UN and the media is critical to ensure that reliable information and key messaging are available to the public and targeted groups. The UN Country Team, through the Office of the Resident Coordinator and Communications focal persons will organize regular interactions, such as media breakfasts, training workshops and press briefings to keep the public fully informed of latest news and developments in the UN system. This will also assist with building up confidence in the UN brand as well as stronger ownership of the development and humanitarian process by the general population.

1. **UNDAP II Results and Resources Framework**

1. **Legal Clauses**

**Annex 1: Monitoring and Evaluation Plan**

**Annex 2: Commitment to the Vision of Delivering as one UN in Rwanda**

**UNCT REVISED CODE OF CONDUCT**

The United Nations Country Team in Rwanda (both resident and non-resident agencies) is committed to working together closely in order to ‘Deliver as One’, to help the people and Government of Rwanda fulfil their development aspirations. To achieve this, each member of the UNCT commits him/herself to the following principles of interaction.

1. All the UN staff are expected to adhere to the UN Standards of Conduct for the International Civil Service of UN staff members. As Heads of Office for their agencies, UNCT members are under particular public scrutiny, and should be particularly careful to reflect and uphold those standards.
2. In order to work effectively as a team, UNCT members must exercise those skills and attributes which lead to good team-work: commitment, clear communication, good listening skills, flexibility, negotiation and mutual respect.
3. Each member of the UNCT realizes that (s)he represents not only his/her own agency, but the entire UN in all their external interactions. Heads of Agencies must bring the issues of their agencies mandate to bear, but must do so in a way that does not undermine the advocacy work of other members of the team.
4. Heads of Agencies, as members of the UNCT, will make decisions by consensus. Discussions or decisions should come openly, collegially and constructively within the team. If no consensus can be reached, the Resident Coordinator (RC) can make the ultimate decision.
5. Any dispute among the UN Agencies shall be resolved exclusively among the UN Agencies through good faith consultations, using existing mechanisms (UNDG Management Accountability Framework).
6. When the RC or other UNCT member is representing the UNCT, it is vital that the person is briefed before the meeting on the views and advocacy/policy agenda of agencies being represented, speaks only the language of the UNCT, and reports back to those agencies afterwards on how the advocacy and/or policy agenda was advanced.
7. If a UNCT member assigned to represent others is unable to accomplish the task, due to any kind of absence, an alternative member of the UNCT will be chosen to do so.
8. The United Nations Assistance Development Plan (UNDAP) for 2018 to 2023, captures the collective contribution of all agencies at the country level and that the Joint Work Plans and Joint Programmes and agency-specific programmes are the means of implementation and reporting through UNINFO.
9. In the United Nations Development Assistance Plan (UNDAP) for 2018 to 2023, agencies have agreed to share information on their resource mobilisation efforts through the Resident Coordinator’s Office database (development and humanitarian) which will be informed by the UNDAP priorities (Joint Work Plans and Joint Programmes) and UNCT resource mobilisation strategy. Joint resource mobilization will be supplemented by agency-specific resource mobilization.
1. These include Transforming Our World: The 2030 Agenda for Sustainable Development and related Sustainable Development Goals; b) Sendai Framework for Disaster Risk Reduction; c) Addis Ababa Action Agenda on Financing for Development; d) Paris Agreement on Climate Change; e) World Humanitarian Summit; f) TICAD VI; g) Summit on Refugees and Migrants; h) Habitat III; i) African Union (AU) Agenda 2063: The Future we want for Africa – Unity, Prosperity and Peace; j) Common Africa Position on post 2015 development agenda (CAP).

. [↑](#footnote-ref-2)
2. World Economic Forum, 2016. Available at https://www.weforum.org/agenda/2016/04/5-things-to-know-about-rwanda-s-economy/ [↑](#footnote-ref-3)
3. National Institute of Statistics of Rwanda (NISR), Gross Domestic Product 2017, available at <http://www.statistics.gov.rw/publication/gdp-national-accounts-2017> [↑](#footnote-ref-4)
4. ibid [↑](#footnote-ref-5)
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